

C  
N48uJ  
no. 577

# University of the State of New York Bulletin

Entered as second-class matter August 2, 1913, at the Post Office at Albany, N. Y.,  
under the act of August 24, 1912

Published fortnightly

No. 577

ALBANY, N. Y.

OCTOBER 15, 1914

## ELEMENTARY EDUCATION

PREPARED BY

THOMAS E. FINEGAN

*Assistant Commissioner for Elementary Education*

FROM THE TENTH ANNUAL REPORT OF THE NEW YORK STATE  
EDUCATION DEPARTMENT

	PAGE		PAGE
A notable year .....	3	Indian schools .....	93
Gideon Hawley .....	4	Schools for the blind .....	96
Andrew Sloan Draper .....	5	Schools for the deaf .....	96
John Huston Finley .....	6	Prison schools .....	99
Education Building .....	7	Department expenditures .....	101
School legislation .....	12	Subjects for immediate consid- eration .....	116
Teachers' qualifications .....	38	State Normal School at Brock- port .....	116
Professional code of ethics for teachers .....	42	State Normal School at Buf- falo .....	117
Teachers' retirement law .....	46	State Normal School at Cort- land .....	119
Normal school teachers .....	52	State Normal School at Fre- donia .....	120
Isaac B. Poucher .....	54	State Normal School at Geneseo ..	121
School buildings .....	55	State Normal School at New Paltz .....	122
The organization of city school systems .....	58	State Normal School at One- onta .....	123
Attendance upon city and rural school .....	74	State Normal School at Oswego ..	124
Rural schools must be made the equal of city schools .....	74	State Normal School at Platts- burg .....	125
Agricultural education in rural schools .....	75	State Normal School at Pots- dam .....	126
The plan in Ulster county .....	77		
District superintendents .....	79		
Grade examinations .....	82		
Township system .....	88		

ALBANY

THE UNIVERSITY OF THE STATE OF NEW YORK

1914

G32r-N14-1500

THE LIBRARY OF THE

OCT 13 1955

UNIVERSITY OF ILLINOIS

THE UNIVERSITY OF THE STATE OF NEW YORK

Regents of the University

With years when terms expire

1917	ST CLAIR MCKELWAY	M.A. LL.D. D.C.L. L.H.D.	Chancellor Brooklyn
1926	PLINY T. SEXTON	LL.B. LL.D.	<i>Vice Chancellor</i> Palmyra
1915	ALBERT VANDER VEER	M.D. M.A. Ph.D. LL.D.	Albany
1922	CHESTER S. LORD	M.A. LL.D. - - - - -	New York
1918	WILLIAM NOTTINGHAM	M.A. Ph.D. LL.D. - -	Syracuse
1921	FRANCIS M. CARPENTER	- - - - -	Mount Kisco
1923	ABRAM I. ELKUS	LL.B. D.C.L. - - - - -	New York
1924	ADELBERT MOOT	LL.D. - - - - -	Buffalo
1925	CHARLES B. ALEXANDER	M.A. LL.B. LL.D. Litt.D.	Tuxedo
1919	JOHN MOORE	- - - - -	Elmira
1920	ANDREW J. SHIPMAN	M.A. LL.B. LL.D. - -	New York
1916	WALTER GUEST KELLOGG	B.A. - - - - -	Ogdensburg

President of the University  
and Commissioner of Education

JOHN H. FINLEY M.A. LL.D. L.H.D.

Assistant Commissioners

AUGUSTUS S. DOWNING M.A. L.H.D. LL.D. *For Higher Education*  
CHARLES F. WHEELOCK B.S. LL.D. *For Secondary Education*  
THOMAS E. FINEGAN M.A. Pd.D. LL.D. *For Elementary Education*

Director of State Library

JAMES I. WYER, JR, M.L.S.

Director of Science and State Museum

JOHN M. CLARKE Ph.D. D.Sc. LL.D.

Chiefs of Divisions

Administration, GEORGE M. WILBY M.A.  
Attendance, JAMES D. SULLIVAN  
Educational Extension, WILLIAM R. WATSON B.S.  
Examinations, HARLAN H. HORNER B.A.  
History, JAMES A. HOLDEN B.A.  
Inspections, FRANK H. WOOD M.A.  
Law, FRANK B. GILBERT B.A.  
Library School, FRANK K. WALTER M.A. M.L.S.  
Public Records, THOMAS C. QUINN  
School Libraries, SHERMAN WILLIAMS Pd.D.  
Statistics, HIRAM C. CASE  
Visual Instruction, ALFRED W. ABRAMS Ph.B.  
Vocational Schools, ARTHUR D. DEAN D.Sc.

C  
N48wJ  
no. 577

# University of the State of New York Bulletin

Entered as second-class matter August 2, 1913, at the Post Office at Albany, N. Y.,  
under the act of August 24, 1912

Published fortnightly

No. 577

ALBANY, N. Y.

OCTOBER 15, 1914

## ELEMENTARY EDUCATION

PREPARED BY

THOMAS E. FINEGAN

*Assistant Commissioner for Elementary Education*

### A NOTABLE YEAR

Several important events occurred during the year 1912-13 which will distinguish it in the educational history of the State. The public school system organized and put into effective operation by the directing genius of Gideon Hawley in 1813, under the feeble support provided by that early period, rounded out under the masterly powers and the administrative skill of Andrew Sloan Draper a century of vital service to the people of the State. The span of a century reaching from Gideon Hawley in 1813 to Andrew Sloan Draper in 1913 is one of mighty changes and advancement in the industrial, political and social conditions of the country. During this period our State increased in population from less than one-half million to nearly ten millions, or to one-tenth of the population of the entire country, and the State system of public schools which was organized a century ago has grown and developed until it now contains about 11,700 institutions of learning attended by 1,500,000 pupils who are under the instruction and training of 45,360 teachers at an annual expenditure of over \$63,185,000. The beginning of the second century was ushered in under the wise and progressive policies of Doctor Draper. The State's contribution to this important anniversary and her recognition of the great service received from our system of public education was the construction of the State Education Building at Albany. Doctor Draper is entitled to the credit of having conceived the plan to bring all the activities of the Education Department in a separate building where education would be emphasized and where all the interests of that Department would be administered independent of every consideration except the duty of the

M. SMITH

OCT 28 1955

1805 - 1806 - 1807 - 1808 - 1809 - 1810 - 1811 - 1812 - 1813 - 1814 - 1815 - 1816 - 1817 - 1818 - 1819 - 1820 - 1821 - 1822 - 1823 - 1824 - 1825 - 1826 - 1827 - 1828 - 1829 - 1830 - 1831 - 1832 - 1833 - 1834 - 1835 - 1836 - 1837 - 1838 - 1839 - 1840 - 1841 - 1842 - 1843 - 1844 - 1845 - 1846 - 1847 - 1848 - 1849 - 1850 - 1851 - 1852 - 1853 - 1854 - 1855 - 1856 - 1857 - 1858 - 1859 - 1860 - 1861 - 1862 - 1863 - 1864 - 1865 - 1866 - 1867 - 1868 - 1869 - 1870 - 1871 - 1872 - 1873 - 1874 - 1875 - 1876 - 1877 - 1878 - 1879 - 1880 - 1881 - 1882 - 1883 - 1884 - 1885 - 1886 - 1887 - 1888 - 1889 - 1890 - 1891 - 1892 - 1893 - 1894 - 1895 - 1896 - 1897 - 1898 - 1899 - 1900 - 1901 - 1902 - 1903 - 1904 - 1905 - 1906 - 1907 - 1908 - 1909 - 1910 - 1911 - 1912 - 1913 - 1914 - 1915 - 1916 - 1917 - 1918 - 1919 - 1920 - 1921 - 1922 - 1923 - 1924 - 1925 - 1926 - 1927 - 1928 - 1929 - 1930 - 1931 - 1932 - 1933 - 1934 - 1935 - 1936 - 1937 - 1938 - 1939 - 1940 - 1941 - 1942 - 1943 - 1944 - 1945 - 1946 - 1947 - 1948 - 1949 - 1950 - 1951 - 1952 - 1953 - 1954 - 1955 - 1956 - 1957 - 1958 - 1959 - 1960 - 1961 - 1962 - 1963 - 1964 - 1965 - 1966 - 1967 - 1968 - 1969 - 1970 - 1971 - 1972 - 1973 - 1974 - 1975 - 1976 - 1977 - 1978 - 1979 - 1980 - 1981 - 1982 - 1983 - 1984 - 1985 - 1986 - 1987 - 1988 - 1989 - 1990 - 1991 - 1992 - 1993 - 1994 - 1995 - 1996 - 1997 - 1998 - 1999 - 2000

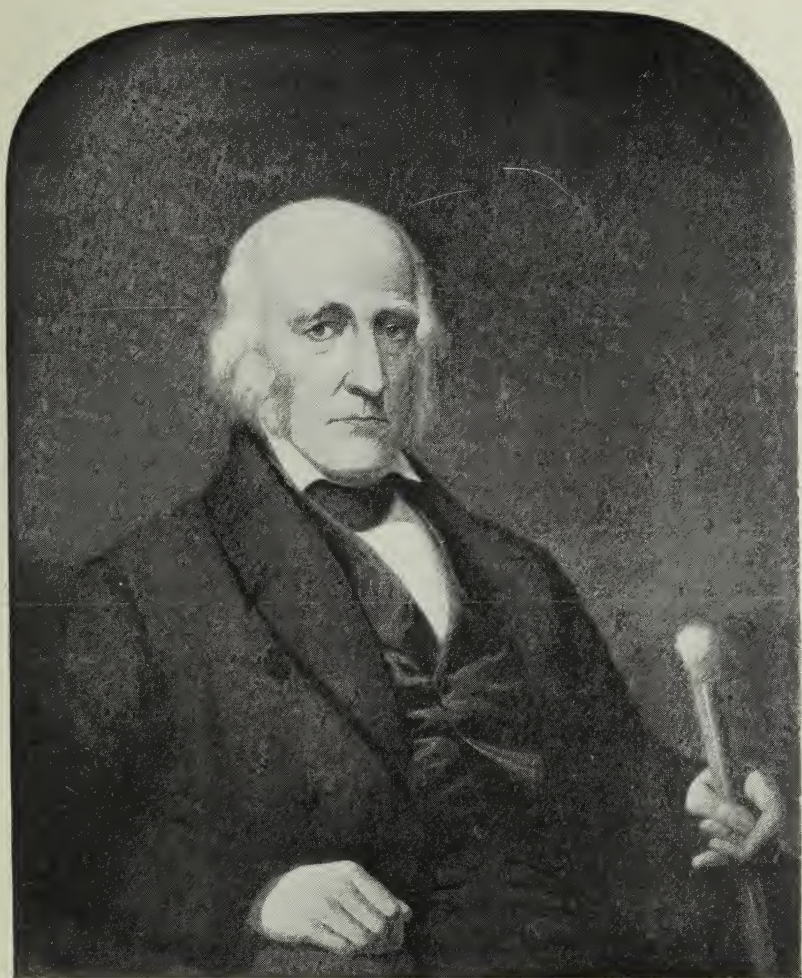
State and the interest of the people. It was in a large measure his influence and prestige that made possible the erection of such building. This building, therefore, stands not only as a memorial to this centennial period but it also stands as a conspicuous monument to the great achievements of Andrew S. Draper.

Upon the death of Doctor Draper, Dr John Huston Finley, President of the College of the City of New York, was chosen as Doctor Draper's successor, but under the designation of President of The University of the State of New York and Commissioner of Education. Therefore, with this centennial period there will be associated the names of Gideon Hawley, the first State Superintendent of Common Schools, Andrew S. Draper, the first State Commissioner of Education, John Huston Finley, the first President of The University of the State of New York, and the State Education Building. The historical importance of these events, because of their bearing upon elementary education and the names of the men associated with them, should be mentioned in this report though the record must necessarily be brief.

#### GIDEON HAWLEY

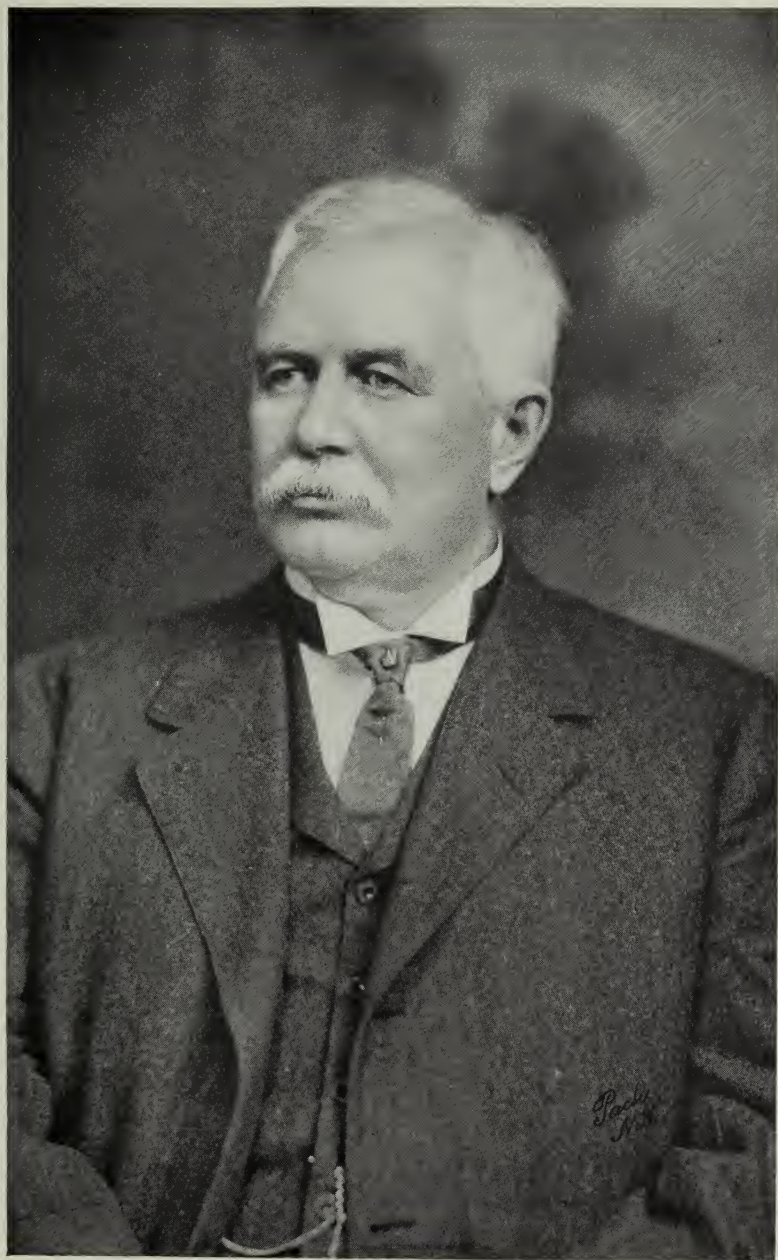
The first officer chosen in an American state to organize and supervise a state school system was Gideon Hawley. He was a practising lawyer in the city of Albany and but twenty-eight years of age when chosen for this distinguished service. Through his unusual powers of administrative ability he successfully organized the school system of the State and placed it upon a permanent foundation. The law which established our common school system was enacted in 1812. That law created the office of State Superintendent of Common Schools and on January 14, 1813 Mr Hawley was chosen by the Council of Appointment to that important office. He served in this official capacity for eight years. On March 25, 1814 he was chosen secretary of the Board of Regents and served in that position for a period of twenty-seven years. He retired from the secretaryship of the Board of Regents in 1841 and in the following year was elected a member of that board. He served as a Regent of the University twenty-eight years, or until his death in 1870. He also served as trustee of the Albany Academy, the Albany Female Academy, the Smithsonian Institute of Washington, and as a member of the executive committee of the Albany State Normal School.





Gideon Hawley





Andrew Sloan Draper








Birthplace of Andrew Sloan Draper.



The building in which Andrew Sloan Draper attended his first term of school in district 7, Westford, Otsego county



Digitized by the Internet Archive  
in 2017 with funding from  
University of Illinois Urbana-Champaign Alternates

## ANDREW SLOAN DRAPER

Andrew Sloan Draper was identified with the educational system of the State for a long period of time and served it in many official capacities. He was undoubtedly associated with more large movements for the improvement of the public school system of the State and inaugurated more reforms in its administration than any other man during all its history. When a young man he was a successful teacher in a village graded school and in a boys academy in a leading city. He was admitted to the bar, became a successful and well-known lawyer, and received judicial honors of national importance. He was a member of the New York Legislature and served upon the committee on public education in that body. Membership upon the board of education in the city of Albany gave him additional interest in and knowledge of the needs of the public schools. His interest in educational matters was intensified and broadened upon becoming a member of the executive committee of the Albany State Normal School. He was chosen State Superintendent of Public Instruction in 1886. Upon assuming the obligations of that office he determined to abandon the practice of law and devote his life to educational work. He was one of the conspicuous state superintendents of the country and served the State for a period of six years. In 1892 Cleveland, Ohio, called him to the superintendency of that city to organize their schools under a special law. When this work was completed the authorities of the University of Illinois elected him to the presidency of that institution. To this important service he devoted his great abilities for ten years. During that period he built one of the great state universities of this country. Under his leadership it grew from 750 students to nearly 4000 students and from a faculty of 90 to one of 425. He also reared upon its campus a dozen large buildings. In 1904, New York, his native state, to which he was deeply attached, summoned him to the position of Commissioner of Education which had been created under the unification law of that year. He assumed the duties of that office on April 1, 1904 and served in it until his death on April 27, 1913. It is unnecessary to record here a detailed statement of his achievements in these various positions. A suitable memorial has been spread upon the Journal of the Regents of the University and upon the proceedings of the various State educational associations. Several addresses reviewing his services have

been printed and these, together with official reports, will provide a permanent record of the distinguished services which he rendered public education in this country.

### JOHN HUSTON FINLEY

On the second day of July 1913, the Board of Regents elected Dr John Huston Finley as President of The University of the State of New York and Commissioner of Education. Doctor Finley is a native of the state of Illinois and was educated at the Ottawa, Illinois, High School, at Knox College and at Johns Hopkins University. His career as an educator was inaugurated with an experience as a teacher in a district school. He later attended Knox College and within a period of five years from his graduation, the trustees of that institution had elected him its president. After serving in this position for seven years, he became associated with Harpers and McClures as an editor and for three years held the professorship of politics in Princeton University. In 1903 he was chosen president of the College of the City of New York and served in that capacity until elected to the office which he now occupies. A dozen of the leading universities of the country have recognized his public and educational achievements by conferring honorary degrees upon him. In 1910-11 he was honored by being chosen as the Harvard University exchange lecturer on the Hyde Foundation, at the Sorbonne, Paris. As trustee, director and arbitrator, he has had wide experience in large business enterprises and in many social and industrial problems which have afforded him an unusual opportunity to study the educational needs of the American people. This extensive experience in the professional side of education and this personal knowledge of business affairs, have given him a comprehensive grasp of the practical demands which conditions of the present day place upon the public schools.

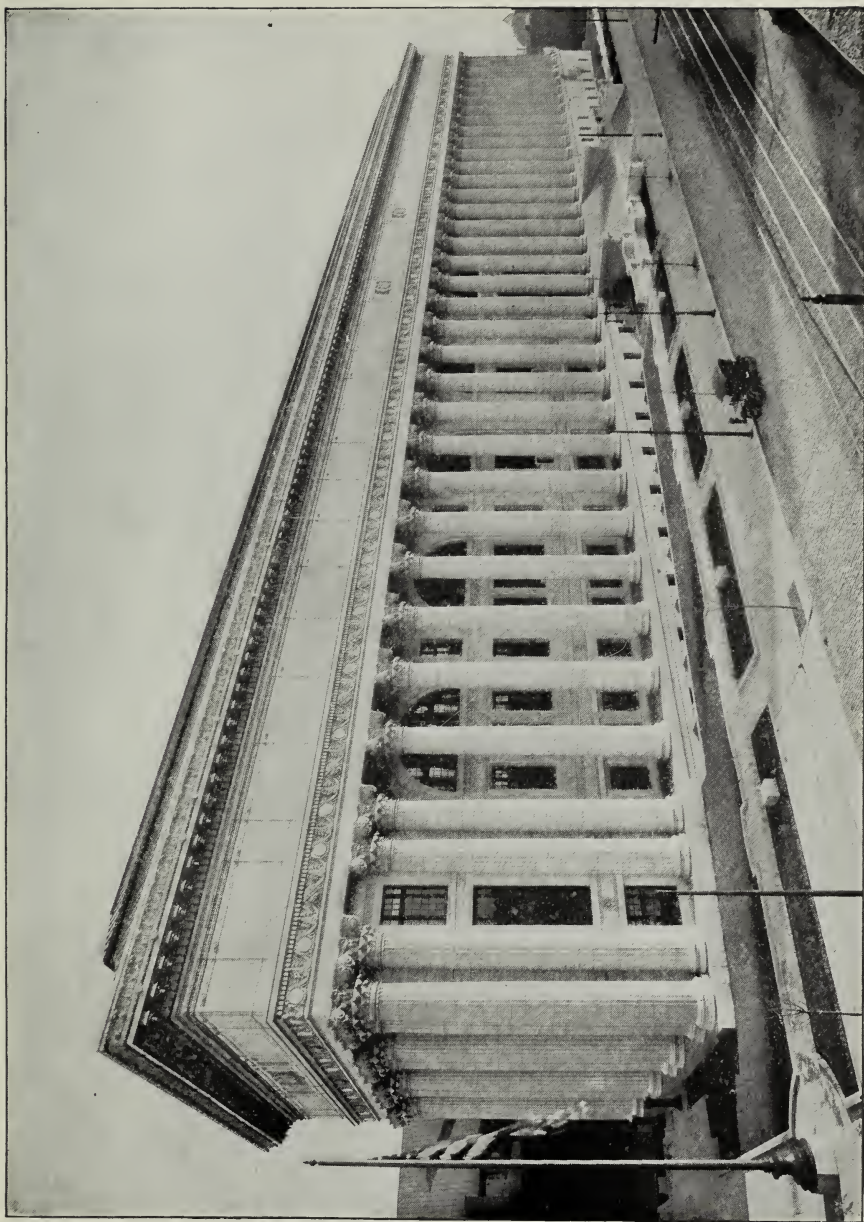
President Finley stands at the threshold of the second century of the operation of the public school system of the State. He knows the history of its growth and development. He sees the opportunity for an exceptional service to the State, which is afforded him, and he brings to his assistance in the work a training and an experience which give him a broad vision of its great possibilities. In no branch of his administrative work has he shown greater interest or a keener determination for broad, effective, constructive work than in the field of elementary education.





John Huston Finley





New York State Education Building





## EDUCATION BUILDING

The Education Building was dedicated October 15-17, 1912. Before the building was turned over to the Education Department an effort was made to induce the trustees of public buildings to place the building under the control of the Superintendent of Public Buildings. The plausible argument was advanced that if it were placed under management separate from that which controls the other State buildings in the city of Albany, there would be a duplication of the engineering force and other employees necessary for the proper care and preservation of a large building and therefore a waste of public funds. The real object sought in the effort to transfer the care of such building to the Superintendent of Public Buildings, however, was to use the building for political purposes by selecting all persons employed in caring for and operating such building upon a political basis.

Governor Dix, who was chairman of the trustees of public buildings, refused to take such action and when the building was accepted by the State, he caused it to be placed under the official charge of the Board of Regents. The law authorizing the construction of the building placed the responsibility for its erection upon the trustees of public buildings. The Education Law provides that the Education Building shall be occupied solely by the Education Department. The trustees of public buildings were simply charged with the duty of constructing the building. Therefore when the building was completed, accepted by the trustees of public buildings in behalf of the State, and by that body turned over to the Board of Regents, such trustees had discharged all their legal obligations in relation to such building and had no further jurisdiction over it. The Regents were then the official custodians of such building. The law defining the powers and duties of the Superintendent of Public Buildings specifically names the State buildings under the control of that officer and such law does not include the State Education Building. The Superintendent of Public Buildings, therefore, possesses no jurisdiction over such building. Soon after the Legislature convened in 1913, a bill was introduced by Assemblyman Walker of New York, upon request, transferring the control and management of such building to the Superintendent of Public Buildings. After remaining in committee for several weeks, the bill was reported favorably and passed the Assembly. During the last week of the regular session of the

Legislature, this bill was reported from the Senate judiciary committee by a majority of one vote and passed the Senate. The issue was now squarely presented to Governor Sulzer whether this beautiful new building was to be made an instrument of political spoils or was to remain under the control of the Regents, and to be cared for and supervised in a manner becoming the dignity of that structure and the influences for which it should stand in the life of our State. It was an important matter and the action of the Governor meant much to the interests of the State which are to be directed from that building. Governor Sulzer vetoed the bill and thereby rendered a great service to the educational interests of the State. The subject is one of so much importance to the Education Department that the facts bearing upon the issue should be preserved for such future reference as may be necessary. The brief submitted to the Governor in behalf of the Education Department sets the facts forth so fully that it is given here:

MEMORANDUM ON ASSEMBLY BILL, INTRODUCTORY NO. 1467, PRINTED NO. 1623, INTRODUCED BY MR WALKER, TRANSFERRING THE JURISDICTION OVER THE STATE EDUCATION BUILDING FROM THE REGENTS OF THE UNIVERSITY OF THE STATE OF NEW YORK TO THE TRUSTEES OF PUBLIC BUILDINGS

**New York State Education Department**

*Albany, May 15, 1913*

*Hon. William Sulzer*

*Governor of the State of New York*

*Executive Chamber, Albany, N. Y.*

DEAR GOVERNOR SULZER:

The object sought through the passage of this bill is to confer upon the Superintendent of Public Buildings the right to appoint the cleaners, orderlies, watchmen, elevatormen, and other employees who clean, take care of and operate the State Education Building.

So far as possible all these employees are now classified under the civil service law and appointments are made by the Education Department from the civil service list. The elevatormen, watchmen, and orderlies are all appointed from the civil service list. The cleaners and laborers are not in the classified service and are not, therefore, appointed under the civil service regulations.

Those persons who have been appointed for this work and who have rendered faithful and satisfactory service, have been retained so long as they desired to be. Cleaners and laborers are employed on this force at the present time who have been employed in this capacity by the Education Department since 1893.

In 1893 an appropriation was made to the Regents of the University of the State of New York for the employment of cleaners, elevatormen, watchmen etc. to clean, take care of and operate the rooms occupied by the Regents, for the State Library and all other work of the Regents office carried on in the Capitol. Appropriations for this purpose were thereafter made annually to the Regents until 1904, the date of the unification of the two former departments in charge of the educational work of the State, when such appropriation was made to the Education Department. An appropriation has been made to the Education Department annually for similar purposes since that date.

The Education Building was constructed exclusively for the Education Department and was planned for the particular work of this Department. Every room of the building is occupied by the Education Department and no other departments or interests of the State are located in this building. The Regents are the controlling body of the Education Department and at present are the custodians of the Education Building. This is as it should be, as the Regents are the trustees of the State Library and responsible for its property. The Regents are also the trustees of the State Museum, which is located in this building, and they are likewise responsible for the safekeeping of the valuable collections of this Museum. Since this responsibility must necessarily be placed upon the Regents and since the Department under their control is the sole occupant of the building in which this property is placed and used by the public, there is no valid reason for assigning the care of the building to any other department or officials. The care of the Education Building presents a situation entirely different from the one presented in the care of the Capitol. The Capitol is occupied by many departments and there must of necessity be some single department or officer charged with the general care of the building.

Many books of great value in the Library and many articles and collections of great value in the Museum might easily be taken by employees, if they were not absolutely trustworthy, as such employees must necessarily be among these books and collections in cleaning the rooms, etc. These employees must also clean the property of the building, including the books in the Library and the collections in the Museum. The Regents, who are the trustees of this property and who are responsible for its care and safekeeping, should therefore be the authority to name the persons who shall be their trusted employees and workers in and about the building in which this property is located. It would be most unjust to hold the Regents responsible for the care of this property and then permit an outside authority to name the persons who shall have the general care of the building and property.

It was to preserve and protect this property of the State, that the Legislature twenty years ago was induced to give direct authority to the Regents to appoint the persons who were to have charge of the care and supervision of such property. Previous to that time many losses of value occurred in the State Library. It

was due to this fact that the Legislature made a direct appropriation to the Regents and authorized that body to appoint its own employees of this character and to pay them from the fund specially appropriated by the Legislature for that purpose. The policy established by the Legislature in this respect in 1893 has been continued by the Legislature without question or controversy in any way since that date.

Many of the employees who are engaged in cleaning and caring for the building are also engaged in cleaning and caring for books and in performing such other work in the various offices of the Education Department as is usually performed by this class of employees. Nearly all these employees, outside of the elevatormen and mechanics, are employed in this dual capacity, and devote about one-half of their time to each branch of work. No other department should be granted the right to name employees engaged in this service in the Education Department.

From the standpoint of engineering, the Education Building is one of the most modernly equipped buildings in the country. The engineering equipment of this building cost the State \$425,000. It must have most intelligent supervision. Only technical men thoroughly experienced should have charge of this work.

To give the Superintendent of Public Buildings the authority to name the elevatormen, watchmen, orderlies, cleaners etc. in the Education Building must of necessity result in great friction and embarrassment in the operation of that building and in the transaction of business which must be conducted therein. If any of these employees are negligent of their duties, disrespectful to officials of the Education Department or citizens of the State who go to that building for the transaction of public business, such employees would not be subject to discipline by the officials of the Education Department. The only method of correcting such abuses would be for the officials of the Education Department to report such misconduct to the Superintendent of Public Buildings and rely upon the pleasure of that officer to determine the kind and degree of discipline which should be imposed upon those whom he had appointed for political reasons.

Every economy possible is practised by the Education Department in caring for the building. No charge is made anywhere that the building is not properly cared for and protected. It is conceded by everybody who has examined the building that it is receiving better care than other buildings owned by the State. It is not even charged that this work is not economically performed. In going over the necessary work involved to properly care for this building with the Governor's Inquiry Committee, the officials of the Education Department agreed to take suitable care of the building and employ all necessary help for its proper operation and protection, as well as to properly protect and care for the State's property located therein, for the sum of \$45,000. The item in the supply bill of the Department of Public Buildings for the care of the State Education Building is \$60,000. In other words, the De-



partment of Public Buildings desires \$15,000 more to take proper care of the Education Building than the Education Department requires for the care of the same building.

As a matter, therefore, of not only good administration but of economy, it is respectfully submitted that Your Excellency should not only veto this bill but that the item in the supply bill authorizing an appropriation of \$60,000 to the trustees of public buildings for the care of the Education Building, etc. should also be vetoed.

I attach hereto and make a part hereof two recent editorials from the Brooklyn Eagle.

Very truly yours

[Signed] THOS. E. FINEGAN  
Third Assistant Commissioner of Education

MEMORANDUM ON SENATE BILL INTRODUCTORY NO. 1057, PRINTED  
NO. 2530, BEING THE SUPPLY BILL

May 17, 1913

Hon. William Sulzer

Governor of the State of New York

Executive Chamber, Albany, N. Y.

DEAR GOVERNOR SULZER:

On page 124 of the supply bill is an appropriation to the Department of Public Buildings, under the heading "Care and cleaning service," of \$60,000 for the employment of laborers, porters, cleaners, engineers etc. for the care and maintenance of the Education Building. The object of including this item in the supply bill is to compel the transfer of the care of the Education Building from the Education Department to the Department of Public Buildings, even if your Excellency should deem it unwise to sign Assembly bill introductory no. 1467, printed no. 1623, which seeks to transfer the care of such building to the Superintendent of Public Buildings. The approval of this item by Your Excellency without the approval of the Walker bill would not be sufficient to transfer the care of the Education Building from its present custodians, but the approval of this item would raise legal questions and create friction over the control of this building, which should be avoided.

It is therefore respectfully suggested that this item be considered in connection with the Walker bill (no. 1623) and that it be vetoed unless the Walker bill is approved. (See memorandum on Walker bill now on file with Your Excellency.)

Very respectfully yours

[Signed] THOS. E. FINEGAN  
Third Assistant Commissioner of Education

The action of Governor Dix in declining to place this building under the control of the Superintendent of Public Buildings, and the action of Governor Sulzer in vetoing the measures intended to

transfer the control of such building met with popular approval and has undoubtedly determined that the permanent control of the Education Building shall be under the Board of Regents.

### SCHOOL LEGISLATION

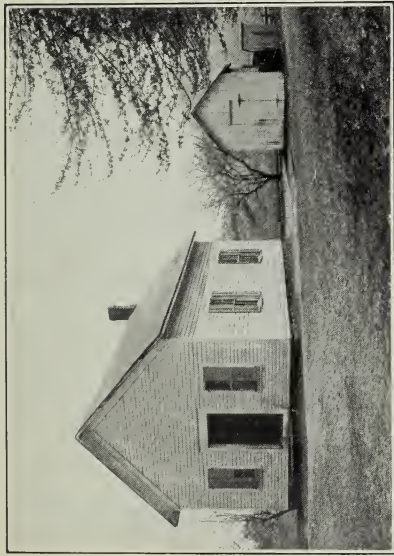
The year 1913 has already become distinguished in the history of the development of the educational system of the State because of the enactment of a large number of laws pertaining to public education. All these measures were recommended in the 1913 annual report on elementary education, except the scholarship law and the camp school law. The principal subjects on which legislation was obtained were as follows:

- 1 The consolidation of rural schools.
- 2 Extending and making more effective the compulsory attendance law.
- 3 Increasing the period of time during which schools must be maintained each year.
- 4 Including district superintendents under the teachers retirement law.
- 5 Requiring teachers to attend superintendents' conferences and to count time so devoted as if teaching.
- 6 Authorizing the organization of camp schools.
- 7 Authorizing the establishment of part-time or continuation schools.
- 8 Creating a system of State scholarships.
- 9 Providing a comprehensive scheme for the wider use of school property.
- 10 Establishing a State system of medical inspection of school children.

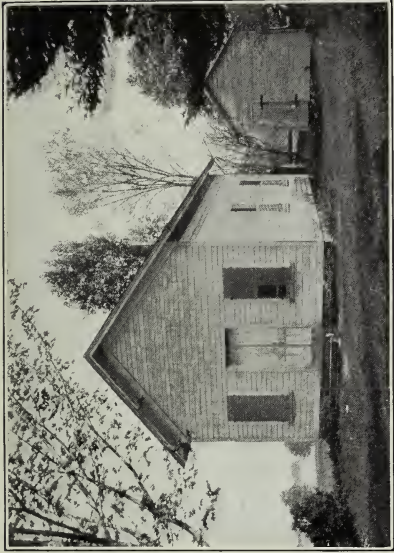
The essential provisions of these laws and the results which are intended to be accomplished under them are explained below.

#### CONSOLIDATION OF RURAL SCHOOLS

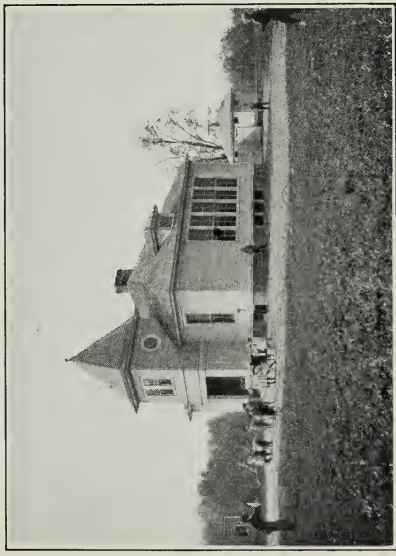
The purpose of the law for the consolidation of rural schools is to abolish the weak country schools which have not sufficient children or property to maintain a satisfactory school. The initiative under this law must be taken by the people of the district. It is expected that district superintendents will point out to the people living in these districts the advantages which would come from consolidation and lead in a general movement to strengthen the rural schools and make them more adaptable to the purpose which they must serve.



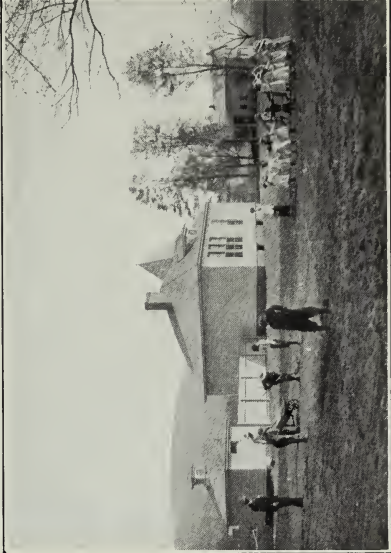
1



2



3

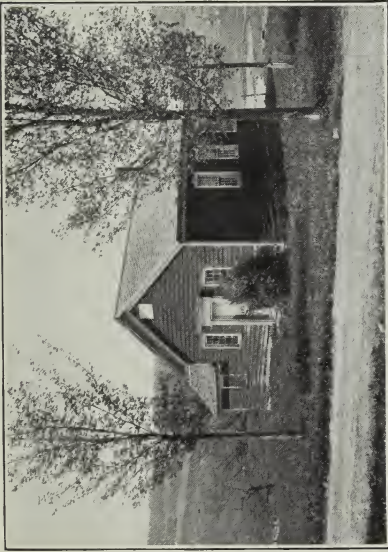


3

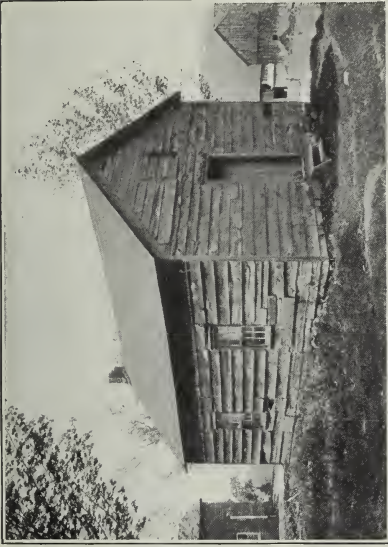
1, 2 Buildings of two districts which were consolidated with a third district  
3 Building of consolidated district



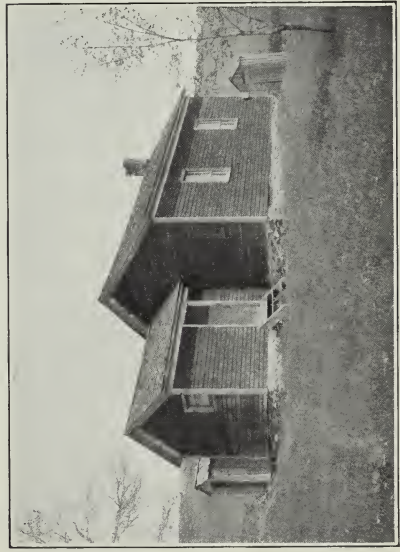




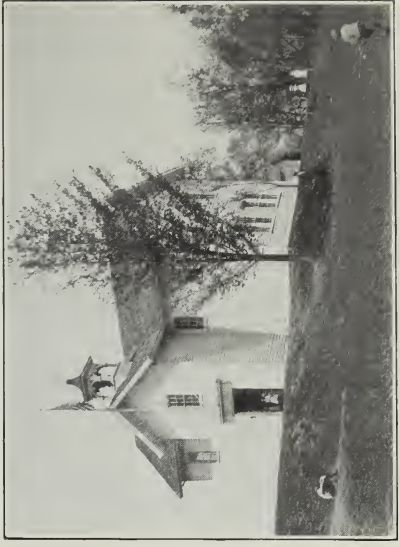
1



2



3



4

1, 2 and 3 Buildings of three districts which were consolidated  
4 Building of consolidated district



The method of procedure is by petition of the electors of the districts desiring to be consolidated. This petition must be signed by ten or more of the qualified voters of each of the districts and must be presented by the petitioners to the trustees of their districts. Upon receiving this petition it becomes the duty of the several boards to call a joint meeting at some convenient place where the inhabitants of the districts may determine upon the question of consolidation. If the trustees fail to call the meeting within twenty days from the date on which they receive the petitions therefor, the Commissioner of Education may designate any qualified elector of the district to give such notice.

There are two methods of giving this notice. If any portion of any of the districts desiring to be consolidated is located within an incorporated village in which a newspaper is published, the notice of this meeting must be published once in each week for three consecutive weeks immediately preceding the date of the meeting. Such notice must be published in all newspapers in such village. In addition to this, a notice must be posted in at least five conspicuous places in each district at least twenty days prior to the date of the meeting. In all other districts a qualified elector of each district must notify each qualified voter of such district of this meeting by delivering to him a copy of the notice. If an elector should be away from home, a copy of such notice must be left at his residence. This notice must be given twenty days prior to the date of the meeting.

At the proper hour and place, the meeting should be called to order by some one of the trustees of the several districts represented and a chairman and clerk should be elected. There must be at least ten qualified electors of each district present at this meeting. There may be districts in which there are less than ten qualified voters and, in such cases, the petition will be valid if all electors of the districts sign such petition and the proceedings of the meeting will be valid in such cases if all electors of such districts are present. The vote upon the resolution to consolidate such districts must be by taking and recording the ayes and noes. The clerk is required to keep a poll list upon which he enters the names of all electors as they vote, the districts in which they reside, and aye or no according to the way each elector votes. The resolution to be binding must receive a majority vote of the voters of each district represented. It is advisable, therefore, in arranging for this meeting to omit districts in which the public sentiment is known

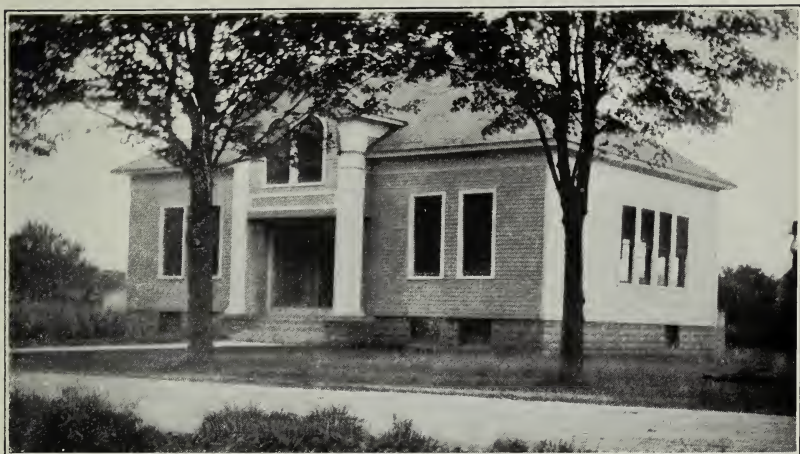
to be opposed to consolidation. If such district should vote in opposition to the resolution the whole proposition would fall and it would be necessary to hold another meeting for such of the districts to vote upon the question as might be in favor of consolidation.

Copies of the petition, notice of the meeting, any order made by the Commissioner of Education in designating an elector to call such meeting, the minutes of the meeting, and of the clerk's record of the vote taken upon the resolution must be filed with the Commissioner of Education, and another copy of these papers must be filed with the district superintendent of schools under whose jurisdiction the districts are located. These papers must be properly certified by the chairman and clerk.

When such resolution is adopted, the district superintendent is required under the statute to enter an order of consolidation and to create either a common school district or a union free school district, as the case may be, and to give such new district a number. The order must become operative not more than three months after the date of the meeting and must be filed in the town clerk's office in the town in which such districts are located. If the territory is within two or more supervisory districts, all district superintendents must join in making this order. If the consolidated district is a union free school district, the district superintendent must call a special meeting, if petitioned therefor by at least twenty-five qualified electors, for the purpose of increasing the number of members of the board of education. He must call such meetings if directed to do so by the Commissioner of Education.

One of the first consolidations under this law, which was reported to the Department, came from Miss Mary L. Isbell, district superintendent of the fifth supervisory district of Chenango county. District no. 16 of Norwich, having an assessed valuation of \$24,450 and a registration of only five pupils, was consolidated with district no. 8 of Guilford, which had an assessed valuation of \$26,050 and a registration of thirteen pupils. It was not possible to maintain a satisfactory school in either of these districts. The consolidated district has an assessed valuation of \$50,500 and a registration of eighteen pupils. Even this is not a strong district. Better results would be obtained if a sufficient number of districts could be brought together so that the school might be graded and three or four teachers employed. However, this limited consolidation will give the district \$350 of State funds and enable the local authorities to employ a better qualified teacher and provide better school





The new schoolhouse in the consolidated school at Poolville,  
Madison county



South and west sides of the new school building in district 8, Gilford.  
Cost about \$1700, without equipment or furniture



facilities at a smaller rate of taxation upon the property of the district than could have been provided in either of the old districts.

This district has erected a modern one-room school building at an expenditure of \$1700.

Three small districts were consolidated at Poolville, Madison county, by District Superintendent Irving S. Sears. The consolidated district has an assessed valuation of \$116,389 and a registration of only thirty-six pupils.

One of the great benefits resulting from the consolidation of districts is the increased financial aid which is given such district. If four districts are consolidated and these districts received respectively \$150, \$200, \$175 and \$125, the consolidated district would be entitled to receive the aggregate amount apportioned to such four districts, or \$650. If the consolidated district employs two teachers the district would be entitled to receive an additional teachers' quota of \$100.

If there is an outstanding bonded indebtedness against any one of the districts consolidated, such indebtedness upon consolidation becomes a liability against the enlarged district.

#### AMENDMENTS TO COMPULSORY ATTENDANCE LAW

The compulsory attendance law has applied to the children attending the rural schools from the 1st of October until the 1st of June following. In the cities and villages of 5000 or more population the law has applied to children from the time school opened until it closed. In other words, children in the cities and villages have been required to attend school whenever the school has been in session in the district or city in which they reside. There is no reason why this provision of the law should not apply to the rural schools. Many parents have kept their children at home to work on the farm during the month of September and have taken them out of school during the month of June. The compulsory attendance law was amended by the Legislature of 1913 by making the law uniform throughout the State in this respect, and requiring children in the rural sections to attend school when the school is in session in their district on the same basis on which children in the cities and villages are required to attend school.

This law was further strengthened by incorporating a requirement which compels children to complete six years of work in the elementary schools before they shall be eligible to receive a certificate permitting them to be employed.

As the Legislature authorized the establishment of part-time or continuation schools, the compulsory attendance law was further amended by providing that attendance upon these institutions should be accepted for that required at night schools in the case of certain boys under the compulsory attendance law.

#### SCHOOL TERM

The law has required each city and school district in the State to maintain a school for at least 160 days, or what is generally regarded as eight months of school. Schools have generally been maintained in the cities and villages for ten months, or forty weeks. The law was amended to increase the period of time which districts and cities shall be required to maintain school from 160 to 180 days, or from eight months to nine months. The object of this amendment was to require the rural schools to continue in session for at least nine months. There are many thousand school districts in the State which have maintained school for the period of time which the law has required but no longer. This amendment is in the right direction and in the near future the time should be further extended so as to require an additional month, or to compel the school to be open at least ten months in the year. The propriety of maintaining school during the entire year is even receiving careful consideration. There is good reason why the schools should be very generally organized so that they shall be in continuous session for the benefit of those children who are physically able to attend and who would be better off in the schools than on the streets or in worse places. Where schools have been maintained in the cities during the summer, pupils have made a material advancement. By attendance upon vacation schools, large numbers of children would be able to save two years of school life and would complete the elementary course of instruction at 12 years where they do not complete it under the present system until they are 14 years of age. The time will come when all schools, including even the schools in the rural districts, will be maintained the entire year. This would be of special advantage to those schools which maintain agricultural courses.

The law was still further amended by requiring all school districts under the supervision of district superintendents to begin school each year on the first Tuesday of September. The object of this amendment was to prevent the practice in many localities of not opening the school until the compulsory attendance law had be-



come operative, which was October 1st. Since there was no fixed time on which the schools were required to open, and many of them did not open until October, it was an embarrassment for superintendents in their supervision. It necessitated their going into the same territory on two different tours of inspection in order to reach all their schools. Since all schools now open on the first Tuesday in September, superintendents know that the schools are in session and may begin effective supervision at the very beginning of the year.

#### DISTRICT SUPERINTENDENTS UNDER RETIREMENT LAW

When the retirement law was enacted district superintendents were not included within the provisions of that law. City superintendents and the superintendents of villages of 5000 or more population were included therein. It was an unfair discrimination against district superintendents. The law was amended by placing district superintendents on the same basis with the city and village superintendents and requiring them to make contributions in the same manner.

This law was further amended by providing that service as a school commissioner should be regarded as the equivalent of teaching. There are many district superintendents who served as school commissioners for several years, and there are many teachers who have also served at different times in the office of school commissioner. There is no reason why this time should not be counted under the retirement law as the equivalent in all respects of teaching. The failure of the law to recognize this service was an injustice to a large number of persons and it was only a matter of common fairness that the law should be amended and these teachers and superintendents permitted to apply the service rendered as school commissioner toward the period required under the law to place them upon the retired list.

#### TEACHERS CONFERENCES

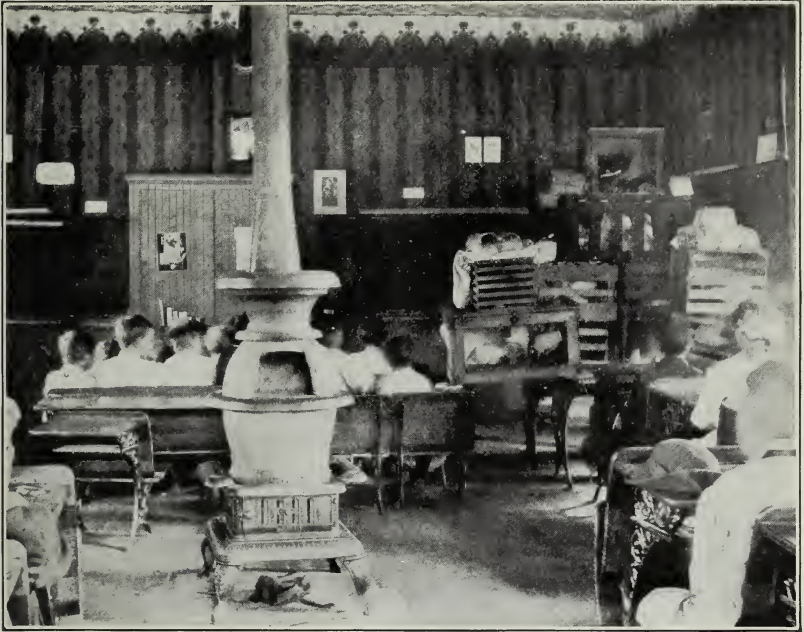
When the office of district superintendent was created, provision was incorporated in the law for calling teachers conferences. The law did not specifically state that teachers were compelled to attend these conferences but the fair inference of the intent of the law was that inasmuch as superintendents were directed to hold these conferences, teachers would be required to attend them. The work which had been carried on under the direction of this Department for years in teachers institutes was discontinued, and it was intended

that a superintendent should convene his teachers for the purpose of presenting to them such help as might be needed for the schools in his district. The law was amended by making attendance upon these conferences compulsory on the part of teachers and fixing the aggregate amount during the year which might be devoted to conference work as six days. If these conferences are called when schools are in session, teachers must attend, but without loss of time.

#### TEMPORARY OR CAMP SCHOOLS

The object of establishing temporary or camp schools is to provide school facilities not only for the children of laboring men who are to be employed for a long period of time, but not permanently, upon public works being constructed outside a city or union free school district by the State or by a municipality, but also to provide educational facilities for such laboring men themselves. The large construction work being performed by the State on the canals and public highways, and by the city of New York on her water system, has been the means of bringing large numbers of alien laborers into the State. Many of these do not speak English and are not acquainted with the spirit of American institutions. Many of them are illiterate; nearly all will remain in this country for many years and large numbers of them will become American citizens. It is important to this country that these people shall be taught to read and write and that they shall be given the opportunity to learn the meaning of our institutions and of their obligations to this country. In most cases it would be unjust to impose upon the school district in which these people are temporarily living the burden of providing school facilities for them. Generally, the local school district has not adequate facilities to meet the needs of such unusual conditions. Situations of this kind must therefore, as they occur, be met by some temporary provision. The law enacted last winter, known as the temporary or camp school measure, is intended for this purpose.

A district superintendent possesses the discretionary power to determine when one of these camp schools should be constructed. If, in his judgment, a sufficient number of persons are congregated in camps or otherwise and are employed in the construction of public works under contract by any municipality, he may organize a temporary school. These schools may not be organized in cities or union free school districts. The assumption is that in these more populous centers sufficient school facilities are provided for



Exhibition of poultry and bread at the Pine City rural school, second supervisory district, Chemung county



A group of rural school girls who entered the bread-making contests in the second supervisory district of Chemung county







An eleven year old girl representing a rural school in the second supervisory district of Chemung county, who won first prize in the bread-making contest in that county



The prize winner in the vegetable contest in the town of Esopus, Ulster county



the education of these people without creating special facilities for them. The district superintendent must issue an order establishing such temporary school and submit the same to the Commissioner of Education for his approval. If approved by that officer, the order becomes operative. Such order, when properly approved, must be filed with the officer or board of the city under whose direction the public work on which these people are employed is being constructed.

The theory is to create a special organization to provide for the education of such people. After the temporary district is organized the district superintendent should appoint a trustee and the trustee should appoint a district clerk and treasurer. These officers are to serve during the continuance of the camp or other temporary habitation. They may be removed by the district superintendent. The treasurer must give a bond in such amount as the district superintendent determines and with sureties that he approves. The district superintendent has the same powers over a school of this kind that he has over a regular public school.

The Commissioner of Education is required to prescribe rules and regulations to govern these schools. The law specifies that the district superintendent shall designate the hours during which such school shall be in session and these hours become effective when approved by the Commissioner of Education.

The trustee is required to appoint a qualified teacher for the school. The trustee is also required to determine the number of teachers necessary for the school and the rate of compensation which shall be paid them. He is further required to prepare the form of budget which it is the duty of the trustee to submit. The salaries of teachers must be approved by the Commissioner of Education.

It is the duty of the trustee to provide suitable rooms, keep them in proper condition, and to furnish all necessary school supplies such as books, furniture and apparatus. The budget of the trustee must show any funds available for the support of the school and he must then specify the various items necessary for the maintenance of the school for the year. The budget must be submitted to the Commissioner of Education for approval. A copy of said budget must also be filed in the office of the department or municipality under whose supervision such public work is being constructed. When the Commissioner of Education approves the budget he must notify the said officer or department of the municipality of such approval. The officer of such municipality must then pay to

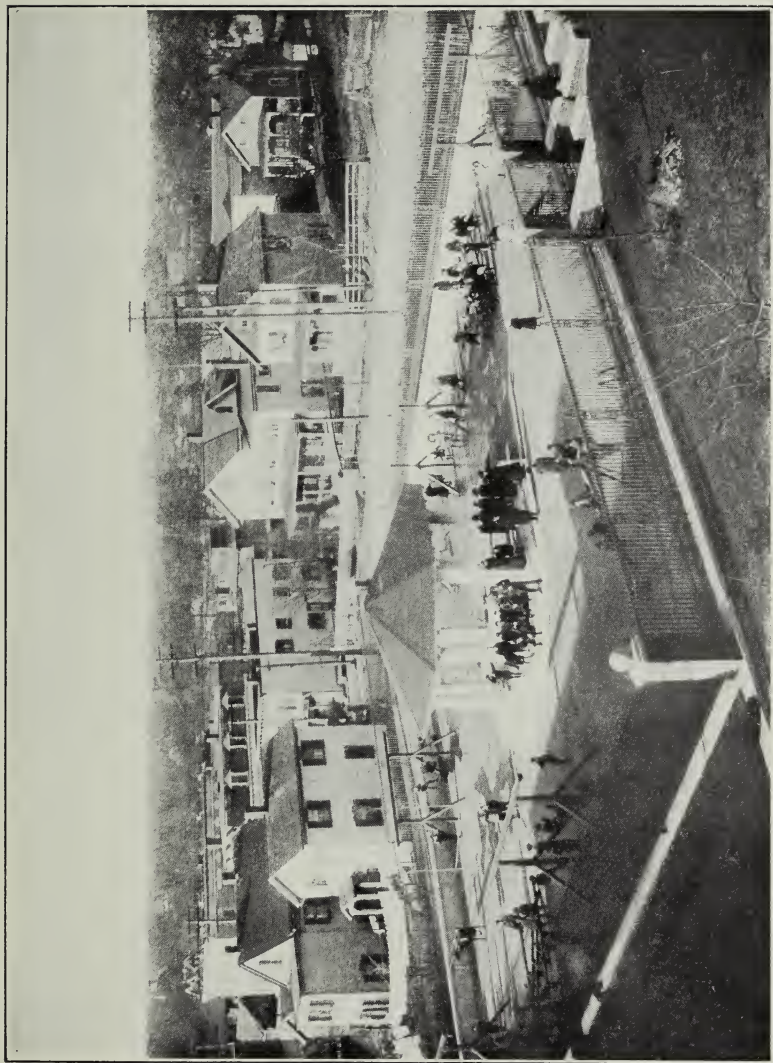
the treasurer of the temporary school the amount called for in such budget.

Such school is entitled to receive a district quota of \$125 and a teachers quota of \$100 for each teacher employed after the first teacher. The balance of the funds necessary for the support of such school must be paid either by the State or the municipality, according to whether or not the work is being done by the State or a municipality.

#### CONTINUATION SCHOOLS

The Legislature of 1913 committed the State to a comprehensive and liberal policy in the support of continuation schools. The plan authorized by the law of 1913 includes not only part-time or continuation schools but evening vocational schools and even makes provision for instruction in agriculture during summer vacations. The enactment of this law was intended to strike at one of the very weakest points in our public school system. The purpose of this law is to establish the foundation upon which shall be constructed a system of instruction which will ultimately reach the needs of more than a million children who are now leaving the schools and entering industrial and commercial life without adequate preparation for the service which they are endeavoring to perform, without knowledge of the means whereby they may obtain such preparation and without even the ambition to acquire it. It is expected that these schools will be organized gradually and that through the system of instruction provided therein large numbers of children who now leave school at the end of the sixth, seventh and eighth years, due either to home necessities which require them to become wage-earners or to the failure of the schools to interest them sufficiently in the work which the regular courses offer to hold them in school, will be reached and will be impelled to recognize the great advantages which will come to them through the preparation which such schools will give them for efficient services in the common vocations of life which the great majority of them must pursue. The plan is upon broad, democratic lines. Provision may be made for the organization of these schools in any city, village or school district. Instruction for those who are interested in the great industries and commercial establishments found in the cities and populous centers may be provided. Equal opportunity is afforded for the boys upon the farms of the State through the provision of the law which authorizes the establishment of agri-





Playground, district 3, Rye, Westchester county





cultural courses, not only in the high schools located in the villages of the farming sections but in the rural schools as well. Courses in the schools of either the urban or rural sections may be provided for the girls as well as for the boys. The great democratic principle upon which our entire school system rests, of equal educational opportunity for every boy and every girl in the State, is not only recognized but is to be exemplified under this law.

The State manifests its great interest in this work by pledging large financial aid to those communities throughout the State which will undertake the organization of continuation schools. The Division of Vocational Schools is giving special attention to the formation of these schools, with promise of excellent results. The State will contribute two-thirds of the salary of the first teacher employed in an approved continuation school up to an amount not to exceed \$1000. If a school of this kind is organized in a city or school district under regulations set by the Department and a teacher is employed at \$1200 a year, the State will apportion to such city or district \$800. If such teacher is paid \$1500, or any sum in excess of that amount the State will contribute \$1000. For each additional teacher employed after the first teacher in any one of these schools the State will pay an additional quota of \$200. The State is therefore offering great encouragement to the cities and school districts of the State for the proper development of this division of public education. All school boards are urged to give the question special consideration to the end that those youth of the State between 14 and 17 years of age, who are now at work or who will soon go to work, may be given the opportunity to prepare for efficient service and good citizenship and to improve their conditions in organized society.

#### STATE SCHOLARSHIPS

Under the plan established by this law five scholarships are awarded each county annually for each of its assembly districts. When all these scholarships are filled there will be in the colleges and universities of the State three thousand State scholars, each of whom will receive annually \$100 from the State, which will in most colleges meet the charges for tuition. The prime object of this movement is to emphasize the State's interest in promoting sound scholarship in the higher institutions of learning. This plan will afford the boys and girls of New York State the opportunities for collegiate training which are provided for the boys and girls in

many of the western states through the maintenance of state universities. The interests of higher and secondary education are more vitally concerned in this measure than the interests of elementary education, yet the influence of this movement should be an uplifting force to the whole State system of public education. Superintendents and teachers in the elementary schools should interest the most deserving and meritorious students under their direction in these scholarships and point the way by which such students may obtain a college or university training, many of whom would be deprived of such education were it not for the wisdom of the State in providing these scholarships.

#### USE OF SCHOOL BUILDINGS

The law enacted in 1913 relating to the wider use of school property is the most comprehensive and effective statute conferring upon the people the right to use school property for their intellectual advancement which has been enacted by any state. Such law confers upon the local school authorities, when authorized by a vote of the district meeting, the power to designate sites or grounds to be used for playgrounds, or for agricultural, athletic and social center purposes; to purchase implements, apparatus and supplies necessary to provide instruction in agriculture and other subjects, and for the organization and conduct of athletic, playground and other social center work; to employ specialists when feasible to supervise, organize, conduct and maintain athletic, playground and social center activities, or to arrange with regular teachers of the school to supervise and direct any of these lines of educational activities.

It further provides that the school grounds and school property, when not in use for school purposes, may be used for any of the following:

- 1 For the purpose of giving and receiving instruction in any branch of education, learning, or the arts.
- 2 For public library purposes or as stations of public libraries.
- 3 For holding social, civic and recreational meetings and entertainments, and other purposes pertaining to the welfare of the community.
- 4 For meetings, entertainments and occasions where admission fees are charged when the proceeds thereof are to be expended for an educational or charitable purpose in which the community has a common interest.

5 For polling places for holding primaries and elections, the registration of voters and for holding political meetings.

At the same time every safeguard necessary to protect the schools from interference with their regular work has been incorporated in the law. The enactment of this law, however, will not in itself induce the people to make greater use of the facilities at hand to improve their social and intellectual status. If the purposes sought through the enactment of this statute are to be accomplished, the people who are to be benefited thereby must be induced to appreciate the opportunities which may be provided for them. In the proper organization of such work district superintendents may create an agency of great power to aid them in the work which they are planning for the children in the schools.

Mrs Mary Armour Nichols of Rye, a woman of large philanthropic spirit, has presented a playground, a picture of which is reproduced herewith, to school district 3 of Rye, to be under the sole and perpetual control of the board of education and for the use of the children of the public schools of that district. The playground with its equipment cost \$40,000. The deed of the property was delivered October 21, 1912 to Mr Wilbur Hendrix, president of the board of education, accompanied by two \$1000 New York City 4½ per cent bonds, the income of which is to be used for the maintenance of the ground. Mrs Nichols also provided free expert instruction for six months to the teachers and pupils.

The playground is adjacent to the grammar and high school buildings and forms a part of the school grounds. The ground is equipped with the latest and most modern open-air apparatus, consisting of swings, chute, slides, see-saws, ring trapeze, vaulting bars, climbing ropes, quoits, toboggan slides, etc. In the center of the ground is a pergola, the roof of which is covered with green tile and supported by eight Corinthian columns. Between the columns are stone seats and in the center of the pergola is a marble fountain with the latest sanitary drinking device.

The entire playground is inclosed by a substantial iron fence resting upon the marble coping of the wall. The gates, of which there are two, may be locked when the ground is not in use, and thus exclude the general public. The playground is to be used not only during the session of the schools but during the vacation period as well. It is under the care of an instructor and is greatly

appreciated by the children and the citizens of Rye, as a desirable acquisition to their school plant. It is considered by experts to be one of the finest playgrounds in the country.

#### MEDICAL INSPECTION OF SCHOOL CHILDREN

In my last annual report the enactment of a medical inspection law applicable to all parts of the State was recommended. The general outlines upon which such legislation should be enacted were suggested. A bill was drawn embodying the features contained in these suggestions and submitted to the Legislature. It passed the Legislature and received the approval of the Governor, becoming operative August 1, 1913. It is chapter 627 of the Laws of 1913 and adds a new article to the Education Law, known as article 20-a. It is mandatory in all its provisions and applies to the entire State except the cities of the first class, Rochester, Buffalo and New York. These cities were exempted from the provisions of this law to avoid opposition to the measure which came from the representatives of such cities in the Legislature and for the further reason that these cities were maintaining reasonably effective systems under their local laws.

The enactment of this law was based upon the broad ground that, when the State makes the attendance of a child upon instruction compulsory, it is the duty of the State to protect the life and health of such child not only by requiring sanitary buildings in which he receives instruction, but by protecting him from the liability of having a disease communicated to him by another pupil. Four fundamental principles which are vital to the most effective and satisfactory operation of a system of medical inspection in public schools were incorporated in this law. These principles are:

- 1 That the medical inspection of the children in a public school system is purely a school question and a law requiring such inspection should be administered by the school authorities.

- 2 That a parent possesses the legal right to have such examination of his children as the law may demand made by a physician which such parent selects.

- 3 That local school authorities should possess the same power and obligations in relation to the employment of physicians, nurses etc. in providing for the physical necessities of school children that they possess in relation to the employment of teachers, supervisors, superintendents etc. in providing for the intellectual needs of such children.



4 That penalties should be imposed upon cities and school districts for failure to enforce a medical inspection law on the same basis that penalties for failure to enforce the compulsory attendance laws, fire laws, or other statutes affecting the schools are imposed.

Medical inspection is a school question and the responsibility for the administration of any school proposition should be placed upon the school authorities. Experience has also demonstrated that the administration of a system of medical inspection by any other agency will result in a waste of funds, in the loss of time and energy on the part of the pupils and teachers, in the usual embarrassments and conflict of authority incident to a division of responsibility in the general direction of any one proposition and will therefore result in great inefficiency.

It should be clearly understood, therefore, that the medical inspection required is under the provisions of the *Education Law* and *not* the public health law. The enforcement of this law is under the supervision of the *school authorities* and *not* the health authorities. When health officers in towns or villages are employed by boards of education or school district trustees, such health officers are under the general direction of and responsible to the *school authorities* and *not* to the health authorities. The effective enforcement of this statute depends very largely upon the wise discretion exercised by superintendents and other local school officers. District superintendents should give careful consideration to its enforcement in rural districts.

Compulsory attendance laws universally recognize the right of a parent to provide in his own way the minimum amount of instruction which the State decrees each child shall receive. A parent can not be compelled to send his child to the public school. He may send him to a private school. He may employ a private teacher and educate his child at home. He may be required to send his child to a public school only when he fails to provide such child with instruction elsewhere which is equivalent to that given in the public schools. The same principle upon which such laws are based must be applied to the enactment of medical inspection laws. The State may properly require evidence of a child's freedom from disease and his physical fitness to attend school. Neither the authority nor the policy of the State to protect a child in his right to receive treatment for defects which are impediments to his proper physical and mental development will be questioned. The parent must first be given the opportunity to provide any required examination and

treatment and wilful negligence on the part of the parent to furnish the same affords sufficient ground for the State to supply it.

The law authorizes the employment of medical inspectors and school nurses. These inspectors must be physicians who are licensed to practise in this State and must have had at least two years' practice. In a city or union free school district, such inspectors must be residents of the city or district for which they are appointed; in a common school district, a medical inspector must be a resident of the town in which the district selecting him is located. The school nurses must be registered nurses and licensed to practise as such.

The board of education of each city is required to appoint one medical inspector and may appoint as many additional inspectors as may be necessary for the proper enforcement of the law. Such board may also employ as many school nurses as may be necessary.

The experience of those cities which have operated medical inspection systems shows that for the first 3000 children attending school, there should be at least one medical inspector and one nurse employed for full time. There should also be at least one additional full-time nurse for each additional 1500 children, and one additional full-time medical inspector for each additional 3000 children. It is recommended that one inspector and one nurse be appointed at first and as the work becomes organized such additional inspectors and nurses be employed as increased necessities may demand for the proper enforcement of the law.

The board of education in a union free school district is required to appoint one medical inspector. In such districts, having a population of 5000 or less, but one such inspector may be appointed. If the population of such district exceeds 5000, such additional inspectors may be appointed as are necessary for the proper enforcement of the law. If the boundaries of such district are coterminous with the boundaries of an incorporated village, such board should employ the health officer of such village as the medical inspector, unless it should appear to be for the best interest of the district to employ some other physician.

The trustees of a common school district are required to employ a medical inspector to examine the children attending the school in such district. The law intends that such trustees shall employ for this purpose the health officer of the town in which the district is located. If it should appear to be for the best interests of the district to employ another physician, the trustees possess the power to

do so. The trustees of two or more districts may unite in the employment of the same medical inspector. When such joint employment is made, the expense must be apportioned among the districts according to the assessed valuation of their taxable property.

The question is frequently presented as to whether or not a physician who is a member of a board of education may be designated by such board as the medical inspector for the district. The penal law distinctly provides that no member of a board of education shall be directly or indirectly interested in any contract made in behalf of the district by such board. This bars a board of education from naming a physician who is a member of such board as the medical inspector. The action of the board in selecting a medical inspector is in effect a contract in behalf of the district made by such board with the medical inspector. It is the duty of the board of education to determine whether or not the medical inspector performs the work of that office as the statutes contemplate and in an efficient and satisfactory manner. A physician, therefore, who is a member of a board of education and desires to become a medical inspector should resign from the board.

In a rural school district or a village where it is not feasible to employ a full-time inspector, it is suggested that the compensation of the inspector be made on the basis of the number of children examined. The amount paid for each pupil should vary according to the number of children to be examined, the distance which inspectors are required to travel, the general accessibility of school-houses, etc. The compensation should not exceed one dollar for each pupil and in many districts may be less.

The question is frequently raised as to the policy of a board of education or the trustee of a school district receiving bids from various physicians for the performance of this work. Such policy should not be pursued. In every community of the State it will be possible to make arrangements with reputable physicians to render this service for a proper consideration. The most efficient service will not be obtained if a physician is selected upon the sole ground that he offers to do the work for less compensation than that for which other physicians are willing to perform the same service.

Within the limitations above specified, the general intent of the law is that school authorities in the employment of medical inspectors and school nurses shall possess powers similar to those which they possess in the employment of teachers. Such inspectors and nurses are not employees of the municipal government

but are employees of the school system and are not therefore subject to municipal civil service regulations. Boards of education or trustees, employing such inspectors and nurses, possess the absolute power to fix the compensation which these employees are to receive. When a health officer is employed, he is to receive compensation for his services. The salary which he receives as health officer does not include his compensation for the services he renders as medical inspector. The town or village board of health has no function to perform in appointing medical inspectors or in otherwise enforcing this law.

Under the provisions of this law, each pupil may present to the principal or the teacher of the school which he attends, a health certificate. Such certificate should be furnished within thirty days from the date on which school opens. If a pupil fails to present such certificate within the prescribed thirty days, it becomes the duty of the principal teacher of the school which such pupil attends to notify the parent of such pupil that, if the required health certificate is not furnished within an additional thirty days, at the expiration of such period an examination of the pupil will be made by the medical inspector employed by the school authorities. If a pupil fails to present a health certificate within thirty days from the date of such notice, the medical school inspector should make an examination of such pupil. A child may not be excluded from school for failure to furnish a health certificate. A health certificate must be signed by a physician who is licensed to practise medicine in this State and the issuance of such certificate must be based upon an examination made by the physician who signs it and not more than thirty days prior to the date when the certificate is presented at school. In school districts, all health certificates should be retained in the school building by the principal teacher until the end of the school year, and then filed with the district clerk; in a city, such certificates should be filed with the superintendent of schools.

When an examination of a pupil is made by the family physician or a physician selected by the parent, the expense of such examination must be paid by the parent. Such expense may not be made a charge against the city or district. When the examination is made by the school authorities, no charge may be made against the parent.

A parent may waive his right to have the examination of his child made by the family physician or by a physician which the

parent employs. The medical inspector having jurisdiction may then make the required examination of such child.

The law provides that the Commissioner of Education may prescribe necessary forms, blanks etc. for the proper administration of this law, after consultation with the State Commissioner of Health. The following form of certificate has been prescribed:

**The University of the State of New York**  
**The State Department of Education**  
**Albany**

Pursuant to the provisions of article 20-a of the Education Law as amended by the Laws of 1913, chapter 627, the President of the University and Commissioner of Education, after consultation with the State Commissioner of Health, has prescribed the following form of

**HEALTH CERTIFICATE**

I, ....., a physician duly licensed to practise medicine in the State of New York, residing at....., do hereby certify that on the ..... day of..... 191....., I examined

.....  
a pupil residing in the city of ..... (or in school district no. .... town of....., county of.....) and certify as follows:

Age..... Sex..... Height..... Weight..... Nationality.....  
Parent or guardian..... Address.....

Lungs	{	Right	Normal?	Heart	{	Normal?	Enlarged	{	Cervical?
		Left	Abnormal?			Abnormal?			glands
			Abnormal?						

Hernia	{	Kind if	Reducible?.....	Digestion	{	Good?
		any?	Truss worn?.....			Poor?
						Is child well nourished?

Nose	{	Are there	Throat	{	Are tonsils enlarged and cryptic?.....
		adenoids?.....			Has child frequent sore throat?.....
		Nasal spurs?.....			Is there chronic pharyngitis?.....

Teeth    Good?        Poor?        Clean?        Unclean?

State any other physical defects.....

State any communicable disease or condition present.....

Date of vaccination.....

Date of examination..... [Address]..... *Examining physician*

- NOTES. a This certificate must be presented to the principal or teacher.  
b A circular of suggestions for the examination of school children in conformity to the above may be obtained from the board of education.  
c Erase figures or words not needed.  
d Fully explain abnormalities found.





sanitary as our knowledge of modern science in construction and sanitation will permit.

Whenever a pupil in a public school shows symptoms of small-pox, scarlet fever, measles, chickenpox, tuberculosis, diphtheria, influenza, tonsilitis, whooping cough, mumps, scabies or trachoma, or any other communicable disease, he must be excluded from the school. The school authorities should at once take such pupil to his home in a safe and proper conveyance and should immediately notify the health officer. A pupil who has been absent from school because of illness or for unknown cause may not be admitted to school again until he presents a certificate from the health officer, the family physician, or the medical inspector.

When an examination of a child by the medical inspector reveals a physical defect or disability which is an impediment to the normal physical or intellectual development of such child, the principal or teacher of the school should notify the parent of such defect or disability. If the parent fails or refuses to provide the relief or treatment which the child should receive, the principal or teacher should notify the medical inspector. It then becomes the duty of such inspector to provide the required relief or treatment for the child at the expense of the city or district.

This is a vital point in the proper administration of the medical inspection law. It is the moral and legal obligation of a parent to administer to all the needs of his children. He must provide food and clothing. He may call for assistance in providing these necessities only when he is financially unable to provide them himself. It is just as much the moral and legal obligation of a parent to provide medical treatment for his child as it is to provide food. Parents should therefore be compelled to assume the responsibility whenever it is possible. School authorities should also insist in every case that a parent, if possible, shall provide such treatment as his child requires. The school authorities should know in every case where assistance is given that the parent is positively unable to meet the expense himself. All the functions of a public school should be so administered as to develop self-respect, independence, and a keen sense of personal obligation, all of which are elements of the best standard of good citizenship.

A medical inspector should not incur expense in providing medical relief or treatment for a child until an appropriation for such expense has been duly authorized by the school authorities of the city or district. The board of education or trustees of a district have the authority to include in a tax list, or set aside from avail-

able funds without vote of the district, the necessary amount for the proper enforcement of this law. It is also the duty of city authorities to provide funds for the enforcement of the law and failure to do so would subject a city to the penalties hereinafter described. School authorities should inform all medical inspectors that such inspectors should not personally furnish relief or treatment to pupils and receive compensation therefor, and should further inform them that they should not refer children needing relief or treatment to any particular physician but should advise parents to take their children to their family physician.

The State Commissioner of Education is charged with the duty of supervising the enforcement of this law. Such officer may, after consultation with the State Commissioner of Health, prescribe regulations to supplement the provisions of the law for its better enforcement. The Commissioner of Education is also authorized to appoint a State medical inspector of schools, who will have the immediate supervision of the enforcement of this law. This inspector must be a licensed physician and must have had at least five years' experience in the actual practice of his profession. Other qualifications are quite as essential as this professional training and experience. He should also possess a thorough knowledge of physical education and of educational hygiene and sanitation. The statutes place in the hands of the Commissioner of Education an effective power for the proper enforcement of this law. The law authorizes him in his discretion to withhold from a city or district its share of the public moneys appropriated by the State for the support of schools, whenever such city or district has wilfully refused or failed to enforce this law. The Education Law further provides that, when a city or district is subjected to the penalty of a loss of its funds through the wilful failure or refusal of a school officer to perform any duty imposed upon him, such officer shall be personally liable to the city or district for the amount of such loss. This wholesome provision of the law is generally a sufficient stimulus to induce school officers to perform their duties.

The weak point in the administration of this statute is in the provision relating to its enforcement in the rural schools. There is as great need of the enforcement of this law in the rural sections of the State as there is for its enforcement in the cities. As impossible as it may appear, the death rate in rural New York per thousand of population is greater than the death rate in New York City per thousand of population. The unit of administration in the rural sections is too small. It can not be well enforced under the school

district unit. It could be admirably enforced with the town as the unit of administration. Provision should be made for the appointment of full-time medical inspectors and nurses in rural sections who would examine the children of a whole town instead of a school district. Better results would undoubtedly be obtained if nurses were employed almost wholly in the rural regions in supervision of this work. Less friction is being experienced in the inauguration of this system of medical inspection in the rural sections as well as in the cities than was anticipated.

The question has been raised as to the authority of a city or district to compel parents to provide the relief and treatment which an examination of their children discloses that such children need or, in case of their inability to supply such relief or treatment, the power of the city or district to supply the same. It is a well-established common law rule that the parent is legally bound to provide for the support of his infant children. More than this, the penal law, section 482, subdivision 1, makes it a misdemeanor for a person to omit wilfully "without lawful excuse, to perform a duty by law imposed upon him to furnish food, clothing, shelter or medical attendance of a minor." When an examination of a child discloses physical defects which need treatment, and the school authorities have notified the parent of such defects and the necessary treatment or relief, it becomes the legal as well as the moral obligation of the parent to provide such relief or treatment if he is financially able to do so. Failure on the part of a parent to provide such treatment would be a violation of the provisions of the penal law above stated. Criminal proceedings could undoubtedly be instituted against the parent for a violation of this provision of law. The courts have held that where a parent neglects to provide his infant children with the necessaries of life and a third person has supplied such necessaries, the expense thereof becomes a charge against the parent. If a parent therefore refuses to provide the treatment or relief which his child may need, it may undoubtedly be supplied by the school authorities and, if such parent is financially able to pay, the necessary expense incurred in providing such treatment may be collected from the parent. Whenever it can be clearly shown that relief or treatment is necessary for the physical welfare of the child so as to permit him to receive the full benefit of the educational facilities provided through the public school, the parent may not prevent the furnishing of such relief or treatment by refusing to supply it himself or to permit the school authorities to furnish it.

The proper enforcement of this law will result in the segregation of all pupils afflicted with infectious or contagious diseases, in showing the necessity of making special provision for the education of the mentally defective, in the establishment of open-air schools for the treatment and training of thousands of anemic children and for those having a predisposition to tubercular troubles, in the correction of physical defects in thousands of children who would otherwise become permanently disabled or diseased, in providing cleaner and more sanitary school buildings and surroundings, in teaching the future generations how to take proper care of their bodies and thus make them better citizens, in providing more efficient instruction in the schools, and in changing the schoolroom from a place which often breeds and disseminates disease and immorality to an institution which will be the most powerful and effective agency of modern times in promoting the health interests of the Empire State.

### Medical Inspection Law

**Laws of 1913, chapter 627.** An act to amend the Education Law, relative to the medical inspection of pupils in the public schools of the State.

In effect August 1, 1913

*The People of the State of New York, represented in Senate and Assembly, do enact as follows:*

Section 1 Chapter 21 of the Laws of 1909, entitled "An act relating to education, constituting chapter 16 of the consolidated laws," as amended by chapter 140 of the Laws of 1910, is hereby further amended by inserting therein a new article, to be known as article 20-a, and to read as follows:

### ARTICLE 20-a

#### MEDICAL INSPECTION

- Section 570 Medical inspection to be provided
- 571 Employment of medical inspector
- 572 Pupils to furnish health certificates
- 573 Examination by medical inspector
- 574 Record of examinations; eye and ear tests
- 575 Existence of contagious diseases; return after illness
- 576 Enforcement of law
- 577 State medical inspection of schools

§ 570 **Medical inspection to be provided.** Medical inspection shall be provided for all pupils attending the public schools in this State, except in cities of the first class, as provided in this



article. Medical inspection shall include the services of a trained registered nurse, if one is employed, and shall also include such services as may be rendered as provided herein in examining pupils for the existence of disease or physical defects and in testing the eyes and ears of such pupils.

§ 571 **Employment of medical inspectors.** The board of education in each city and union free school district, and the trustee or board of trustees of a common school district, shall employ, at a compensation to be agreed upon by the parties, a competent physician residing in the city or district or, in case of a common school district, in the town where such district is situated, as a medical inspector, to make inspections of pupils attending the public schools in the city or district. The physicians so employed shall be legally qualified to practise medicine in this State, and shall have so practised for a period of at least two years immediately prior to such employment. Any such board or trustees may employ one or more school nurses, who shall be registered trained nurses and authorized to practise as such. Such nurses when so employed shall aid the medical inspector of the district and shall perform such duties for the benefit of the public schools as may be prescribed by such inspector.

A medical inspector or school nurse may be employed by the trustees or boards of education of two or more school districts, and the compensation of such inspector, and the expenses incurred in making inspections of pupils as provided herein, shall be borne jointly by such districts, and be apportioned among them according to the assessed valuation of the taxable property therein.

In cities and union free school districts having more than five thousand inhabitants, the board of education may employ such additional medical inspectors as may be necessary to properly inspect the pupils in the school in such cities and union free school district.

The trustees of a common school district or the board of education of a union free school district whose boundaries are coterminous with the boundaries of an incorporated village shall, in the employment of medical inspectors, employ the health officer of the town in which such common school district is located or the health officer of such union free school district, so far as may be advantageous to the interests of such district.

§ 572 **Pupils to furnish health certificates.** A health certificate shall be furnished by each pupil in the public schools upon his

entrance in such schools, and thereafter at the opening of such schools at the beginning of each school year. Each certificate shall be signed by a duly licensed physician who is authorized to practise medicine in this State, and shall describe the condition of the pupil when the examination was made, which shall not be more than thirty days prior to the presentation of such certificate, and state whether such pupil is in a fit condition of bodily health to permit his or her attendance at the public schools. Such certificate shall be submitted within thirty days to the principal or teacher having charge of the school and shall be filed with the clerk of the district. If such pupil does not present a health certificate as herein required, the principal or teacher in charge of the school shall cause a notice to be sent to the parents of such pupil that if the required health certificate is not furnished within thirty days from the date of such notice, an examination will be made of such pupil as provided herein.

§ 573 **Examinations by medical inspectors.** Each principal or teacher in charge of a public school shall report to the medical inspector having jurisdiction over such school the names of all pupils who have not furnished health certificates as provided in the preceding section, and the medical inspector shall cause such pupils to be separately and carefully examined and tested to ascertain whether any of them are suffering from defective sight or hearing, or from any other physical disability tending to prevent them from receiving the full benefit of school work, or requiring a modification of such work to prevent injury to the pupils or to receive the best educational results. If it be ascertained upon such test or examination that any of such pupils are afflicted with defective sight or hearing or other physical disability as above described the principal or teacher, having charge of such school, shall notify the parents or other persons with whom such pupils are living, as to the existence of such defects and physical disability. If the parents or guardians are unable or unwilling to provide the necessary relief and treatment for such pupils, such fact shall be reported by the principal or teacher to the medical inspector, whose duty it shall be to provide relief for such pupils.

§ 574 **Record of examinations; eye and ear tests.** Medical inspectors or principals and teachers in charge of public schools shall make eye and ear tests of the pupils in such schools, at least once in each school year. The State Commissioner of Health shall prescribe the method of making such tests, and shall furnish general instruction in respect to such tests. The Commissioner of

Education, after consultation with the State Commissioner of Health, shall prescribe and furnish to the school authorities suitable rules of instruction as to tests and examinations made as provided in this article, together with test cards, blanks, record books and other useful appliances for carrying out the purposes of this article. The Commissioner of Education shall provide for pupils in the normal schools, city training schools and training classes instruction and practice in the best methods of testing the sight and hearing of children.

§ 575 **Existence of contagious diseases; return after illness.** Whenever upon investigation a pupil in the public schools shows symptoms of smallpox, scarlet fever, measles, chickenpox, tuberculosis, diphtheria, influenza, tonsillitis, whooping cough, mumps, scabies or trachoma, he shall be excluded from the school and sent to his home immediately, in a safe and proper conveyance, and the health officer of the city or town shall be immediately notified of the existence of such disease. The medical inspector shall examine each pupil returning to a school without a certificate from the health officer of the city or town, or the family physician, after absence on account of illness or from unknown cause.

Such medical inspectors may make such examinations of teachers, janitors and school buildings as in their opinion the protection of the health of the pupils and teachers may require.

§ 576 **Enforcement of law.** It shall be the duty of the Commissioner of Education to enforce the provisions of this article, and he may adopt such rules and regulations not inconsistent herewith, after consultation with the State Commissioner of Health, for the purpose of carrying into full force and effect the objects and intent of this article.

He may, in his discretion, withhold the public money from a district which wilfully refuses or neglects to comply with this article, and the rules and regulations made hereunder.

§ 577 **State medical inspection of schools.** The Commissioner of Education shall appoint a competent physician who has been in the actual practice of his profession for a period of at least five years, as State Medical Inspector of Schools. The State Medical Inspector of Schools, under the supervision of the Commissioner of Education, shall perform such duties as may be required for carrying out the provisions of this article. The said medical inspector shall be appointed in the same manner as other employees of the Education Department.

§ 2 This act shall take effect August 1, 1913.

## TEACHERS QUALIFICATIONS

The laws which have regulated the certification and professional training of teachers and the practices which have obtained under such laws from the act of 1795 down through the history of our State contain certain fundamental principles which have always been observed. These are:

1 That public schools are *State* schools and a part of a State system and are not mere local or municipal institutions.

2 That the supervisory power and authority of the State must go where the funds of the State go.

3 That from the beginning of our school system the State has authorized the election of officers by the local authorities to represent the State in the examination and certification of teachers, but has reserved to itself the power to set the standard of qualifications which teachers must meet.

4 That the officers authorized to employ teachers shall not be empowered to determine their qualifications.

5 That penalties shall be imposed for the employment of teachers not certified as the statutes direct.

6 That the State shall not direct who shall be employed but shall determine who shall not be employed. That accordingly each community shall possess the authority to select its teachers from those who satisfy the requirements prescribed by the State.

7 That the State shall prescribe minimum standards only and that each city and supervisory district shall possess the authority to demand such higher standard as local conditions shall warrant.

The cost of maintenance of our public school system is \$66,000,000 a year. Of this amount, \$40,000,000, or nearly two-thirds of the total annual expenditure for all public school purposes, is paid for the salaries of teachers. There is much waste in this item through the employment of incompetent teachers. The very highest standard of qualifications attainable should be demanded by the State. There are now four classes of schools for which teachers must be supplied. These are rural schools, elementary schools of cities and villages, vocational and industrial schools, and high schools.

The lowest standards now maintained are in the rural schools. Substantial progress has been made in recent years in the requirements exacted of the teachers in these schools. The discontinuance of the elementary certificate, the completion of a summer course in a State normal school as an additional requirement for the academic certificate, and the advanced requirement of completion of

at least two years of high school work for admission to training classes will still further advance the standard of qualifications which these teachers must satisfy. This advancement clearly implies the intention of making high school graduation the requirement for admission to a training class. There are 16,550 teachers employed outside the cities and villages of 5000 or more population. Only 4100 of these hold the higher forms of certificates, including the life state certificate, the certificates issued to college graduates, and State normal school diplomas. The majority of these 4100 are teachers employed in the 600 villages of the State having a population of 2000 or less. About 6000 teachers who have completed our training class courses and 6000 who hold certificates issued by former school commissioners and by district superintendents are employed in these schools. These 12,000 teachers possessing the meager qualifications exacted under the present requirements are carrying the mighty responsibilities which rest upon the rural schools of this State.

The State should prescribe the same general scholarship, graduation from an approved four-year high school course, for its rural school teachers which it now demands of the teachers employed in the elementary schools of cities and villages. Special professional courses based upon the needs and conditions of rural life, covering at least two years, should be established in State normal schools and part of these institutions, the most favorably located and best adapted for such special work, should be devoted solely to the preparation of rural school teachers.

The qualifications for teachers employed in the elementary schools of cities and villages of 5000 or more population have advanced but little for nearly twenty years. The minimum requirements for these teachers were specified under the law of 1895 as graduation from an approved high school course of at least three years and an approved pedagogical course of at least one year. Acting under the discretionary power given in the law, the State Superintendent of Public Instruction prescribed the completion of a four-year high school course and the authorities of several cities prescribed the completion of a two-year pedagogical course. The State then prescribed a two-year professional course for all cities and that requirement is written in the present statutes for all cities and for villages of 5000 or more population in the State. The 25,000 teachers employed in the elementary schools of the cities of the State, except about 2000, meet these or higher requirements. Those who do not meet these requirements are teachers of long service who



were employed at the time such qualifications were prescribed. This number is decreasing annually. The teachers for these schools are mainly supplied from two sources — the State normal schools and the city training schools. These institutions furnish about 2000 new teachers each year. The requirements for admission and the courses of study are the same for each class of schools. The students in the city training schools are generally graduates of the high schools of the city in which such training school is located. The students in the State normal schools come from about 700 high schools and academies maintained throughout the State. They come from the impoverished, weak high schools as well as from the strong, effective high schools. Many of these students have not the scholarship which they should possess.

When normal schools were first organized in America their great function was to give emphasis to the professional side of teaching, but about the time that the Buffalo, Cortland, Geneseo, and Potsdam schools were organized it was believed that these institutions should give greater emphasis to the side of scholarship, and classical courses were accordingly established. About a decade ago the pendulum swung back again and while greater scholarship was required for admission, the greater emphasis was placed on professional training. In my judgment, this is the one weak point in the work of our State normal schools today. It is not to be understood that we have not a full appreciation of the value of professional training, or that too much of such training is required, but that such training, whatever is required, must be based upon sound and broad scholarship. The theory that the person who is to go into the schools to teach need possess no better knowledge of subject matter than is required of the student who is doing academic work as the basis of intellectual development and for the purpose of promotion in school work, is fundamentally wrong. More emphasis should therefore be given to the side of scholarship and the elementary teachers courses in the State normal schools should be lengthened to include an additional year. The teachers of our elementary schools should be trained in an atmosphere where an appreciation of the cultural subjects is recognized. Through a study of these subjects they should be brought into an intimate knowledge of the best civilization of all the ages and should be able to develop ideals which would be a means of great inspiration and influence to the young people to whom they give daily instruction.

The present requirements for the teachers of vocational and in-

dustrial courses are generally satisfactory and appear to be as high as the status of this work will authorize.

The State should provide the facilities whereby teachers who are compelled to teach the entire year because of the home demands upon them may keep abreast with the modern changes and development in educational work, may obtain a broader vision and secure new inspiration by study during the summer vacations. Each of the State normal institutions should be opened during the summer months and special courses given therein which meet the demands of the great teaching force of the State. There is no movement that could be inaugurated which would put more life and substance into the instruction in public schools than one which would require every teacher to do work in such a course within a certain specified period of her service. The summer session tried at Oneonta has been successful. The session of 1913 contained as many students as could well be accommodated. An effort was made to open two of the schools in 1913 but the appropriation necessary was not obtainable. The Education Department has requested an appropriation sufficient to open three in the summer of 1914 and a campaign will be waged along this line until each of the eleven institutions give summer courses. The consummation of this plan should be in the near future. When that plan is in full operation, attendance should be compulsory under reasonable limitations. Provision should also be made on the plan prevailing in colleges according teachers a sabbatical year for study or travel.

Before a material advance can be made in the qualifications of teachers these faithful servants of the State must be paid salaries commensurate with the services which they render. It is not to be expected that intellectual talent of a high order will long be attracted to the teaching service with the opportunities afforded in other vocations in life, unless a very substantial increase in salaries is accorded those engaged in teaching. The average salary of the teachers employed in the cities of the State is \$1167.62 a year, of those employed in the schools outside the cities \$465.75 a year, and for the entire State \$888.50. In 80 per cent of the cities and the villages of 5000 or more population, the elementary teachers who enter the service start at an annual minimum salary of \$500 or less, and in more than one-half of these places at an annual salary of \$450 or less.

## PROFESSIONAL CODE OF ETHICS FOR TEACHERS

At the last annual meeting of the State Teachers Association, Dr. George M. Forbes, head of the department of philosophy of Rochester University, and chairman of a subcommittee of the association's executive committee, submitted a report on a professional code of ethics for teachers. The report was enthusiastically received and unanimously adopted by the association. The obligations of the profession and of the individual teacher are presented by Doctor Forbes in such a clear, forcible and comprehensive manner that President Finley desires this report placed in the possession of every teacher of the State, and to be preserved in permanent form for future reference. It has been determined advisable, therefore, to include such document in this report. It is as follows:

The members of a profession by virtue of such membership and by virtue of the peculiar relations which they sustain to the community and to one another, assume ethical obligations of a supremely important character, and it is essential to the adequate performance of professional service that these obligations should be so ingrained in the professional consciousness as to determine the spirit of every professional act. What now is the ground of these obligations? What characteristics of a profession make these obligations essential to its very existence?

First, we may say, the existence of a profession presupposes a body of scientific and technical knowledge and corresponding skill, which are essential to the welfare of the community, and which require for their mastery special intellectual equipment, individual aptitude and prolonged study and practice. The fact that such knowledge and skill are vital to public welfare leads to public supervision of the use of this knowledge and skill, including the fixing of minimum standards of preparation, and the explicit authorization of practice by the issue of some form of license. The body of persons thus equipped and thus publicly authorized to apply their knowledge and skill, constitute the members of a profession. A new profession may come into existence whenever a new social need arises, and a new body of knowledge is discovered, requiring special skill for its application. In this way the profession of teaching has been added to the professions of law, medicine and divinity, because of the new knowledge of the laws of human development derived from modern biological, psychological, and sociological science, and from the peculiar technic and skill required in its use.

The common knowledge and skill possessed by the qualified persons and the common functions they perform bind them together into a distinctive group, and create unique relations to one another and to the community, for they are the sole possessors of a knowledge and skill upon which the welfare, perhaps the very existence,

of the community depends. They actually monopolize this knowledge and the layman is helplessly dependent upon them for the service necessary to a vital need.

Out of this situation grow all the ethical obligations which are peculiar to a profession. It may be asked whether ethical obligations are not binding upon all alike, whether laymen or professional, and the answer is, yes, in the same situations all ethical obligations are the same for all men; but it is just the characteristic of a professional group that, by virtue of their special knowledge and skill, they occupy a situation which no layman ever occupies, and they therefore have obligations which from their exclusive character, require a distinctive name. The recognition of these obligations, the consciousness of the peculiar moral responsibility they bring, belongs to the essence of a true professional spirit.

To put it in another way, we may say, that the weight, the magnitude, the vast significance of the community interests which depend upon the possessors of special knowledge, give a peculiar intensity, a peculiar strength to the obligations which rest upon them, and lift them to the unique plane of professional obligation, while the fact that they possess this exclusive knowledge and skill in common, welds the members of a profession together into a community; makes their obligations, obligations of the group as a whole, and leads to a common ideal of service, binding upon all alike. A professional code of ethics, then, is the norm or standard of professional conduct, for which the body as a whole, stands. Such a code is not enforceable by law, but it has, nevertheless, the powerful and effective sanction of the collective professional judgment upon the conduct of its members. The individual is rare who can continue unprofessional conduct under the adverse judgment of the profession, which judgment brings with it the loss of professional standing. Unprofessional conduct, then, is simply unethical conduct, as defined by the ethical ideals of a profession.

Such code naturally falls into two subdivisions: one defines the obligations resting upon the professional body as a whole, the other those which rest upon each individual member, but which are enforced by the body as a whole. The distinction between the two arises from the fact that there are professional services and conditions of professional efficiency which individuals can not supply, which demand for their performance the larger resources of the body as a whole. Such services must be undertaken by those officially authorized to act for the profession and there is no surer index of the degree to which the ethical spirit dominates a profession than the attitude toward these services.

The most important of these for the teaching profession are: first, the obligation to fix and sustain by the whole weight of its influence the highest practicable standard of preparation for the profession; second, the obligation to make available to its members the collective knowledge and experience of the profession, by suitable means; third, the obligation to secure for its members by organized, persistent effort, and the use of every legitimate means, all the ma-



terial conditions necessary to the highest efficiency in the service. The extent to which these services are performed measures the unity, solidarity and efficiency of the organized body which constitutes the teaching profession.

The second part of the professional code includes those obligations which determine the conduct of individual members, and which must be sanctioned and enforced by the whole weight of professional influence. In this field the cardinal sins and the corresponding professional obligations are three, and these three are the sources of all other professional sins and obligations: first, the sin of professional stagnation. It consists in the relaxation of professional interest and ambition, and the sinking into the intellectual crystallization and spiritual death which makes all service mechanical. This is the primal temptation, and the unpardonable sin. Education is absolutely nothing but the systematic stimulation and guidance of life and growth, and the possession of life and the experience of growth are the sole means of such stimulation. No other stimulation is worthy of the name education. No other service is worthy to be called professional. All else is only the deadly routine which paralyzes and mechanizes the springs of action in the soul of the child. It means that study ceases, the springs of interest dry up, the service becomes increasingly irksome, the soul shrinks to the dimensions of its petty routine.

The moral energy of the profession is tested by its ability to eliminate this sin and enforce the obligation of perpetual growth upon its members.

The second is the sin of professional dishonor. It consists in the selfish betrayal of the ideal of service, for the sake of personal ambitions. It sinks the whole professional activity to the sordid level of a struggle for personal ends. The professional ideal requires that absolutely no consideration but efficient service should determine the position and mutual relation of the members. The betrayal of this principle takes a variety of forms, equally contemptible and unworthy of members of the profession. It sometimes takes the forms of giving and sometimes securing preferment, by reason of political or personal influence, irrespective of merit. It sometimes undermines others to profit by their downfall. It breaks promises, misrepresents facts, ignores contracts, withholds honestly earned recognition, steals and shamelessly appropriates as one's own the ideas and the achievements of others. All this in violation of professional honor, which requires bigness and magnanimity, and yet modesty of soul, and justness and fairness of judgment, which rejoices in the opportunity to serve, admires and generously recognizes the good services of others, and is so absorbed in the joy of service that the summons to a greater work finds one surprised and hesitating. The very atmosphere of the teaching profession should lead to abhorrence and scorn of these forms of professional dishonor.

The third is the sin of professional disloyalty. The teaching profession differs from the other learned professions in the fact that



the service to the community is not individualistic, like that of the lawyer, the physician and the minister. The professional service of the teacher can not be efficient without cooperation, without solidarity, without perfect unity of effort. The whole body must be single-minded. Hence, the sin of disloyalty consists in the sacrifice of the common good to exclusive individualism; it permits envy, jealousy, rivalry, suspicion and mutual distrust of one another to disintegrate the very structure of the profession. The normal professional solidarity breaks down and crumbles under this influence. The common aim and united effort is disrupted, the organic interdependence which knits together becomes an atomic independence, which ranges individual against individual, and the end is professional anarchy instead of professional solidarity.

The normal structure of the profession requires the function of responsibility, leadership, direction, on the part of some, and loyal response, whole-hearted cooperation, and the reasonable subordination of individual points of view, on the part of others.

The temptation to a disloyal individualism is greater, and the sin is more deadly, on the part of the leader. He is unfit to be leader if he is not big enough to forget himself, lose himself, in the common aims of the service. His besetting sins are the disloyalty of tyranny, the exaltation of his own will above the interests of the service, or the subtle, unconscious hypocrisy of identifying his arbitrary will with the interests of the service. Thus, upon the leader in a supreme degree depends the solidarity and loyalty of the whole. If he is absolutely disinterested, democratic, possessed with the spirit of fairness and justice; if he can resolutely put beneath his feet every individual aim, every personal influence, every consideration not intrinsic to the greatest service, then he can make the most effective appeal to the loyalty of his subordinates.

On the other hand, assuming him to have this spirit, his whole work may be nullified by the atmosphere of suspicion and distrust; by the bickering, backbiting, fault-finding spirit; by the unworthy self-seeking, with its rivalries and jealousies among his subordinates. The very A B C of professional loyalty is mutual confidence and faith in one another. The determination to assume the best and believe the best; the resolute suppression of distrust, for to take this attitude summons into life the ethical spirit, breaks down the barriers of individualism, and merges and blends all our interests and enthusiasm in the common service.

Your committee has thought it wisest to attempt to express the ethical spirit of the profession in a comprehensive, rather than a detailed form; to present the principles which constitute the very essence of that spirit in such a way as to appear axiomatic to every member of the profession. Under the types which have been formulated every teacher can recognize the character of his besetting sin, and the appeal to his professional sense of obligation. In the opinion of your committee, a professional code should emulate the Decalogue in its brevity, in the salient points upon which it concentrates attention. It is these which always and everywhere should

be stamped into the professional consciousness as determining all professional conduct; as constituting the ultimate "Thou shalt" and "Thou shalt not" of the professional ethics.

To sum up, then, the obligations belonging to the organized body, which constitutes the profession as a whole, are three, namely: first, to maintain the highest standard of preparation for the service; second, to bring to its members, by all suitable means, the advancing knowledge and experience of the profession; third, to secure for its members, by its collective influence, all the material conditions necessary to the highest efficiency.

On the other hand, the cardinal sins, and corresponding cardinal obligations of every member of the profession are likewise three, namely: the sin of professional stagnation and the obligation of eternal growth; the sin of professional dishonor and the obligation of complete consecration to unselfish service; the sin of professional disloyalty and the obligation to mutual faith and wholehearted cooperation. These are the great commandments and there are none others greater. On these three, to paraphrase the words of the greatest of all teachers, hang all the law and the prophets of our profession.

#### TEACHERS' RETIREMENT LAW

During the past year the cities of Poughkeepsie and Watervliet, and the counties of Nassau and Saratoga properly petitioned the State Retirement Board to come under the operation of the general law relating to the retirement of teachers and, having complied with all the requirements of the statutes, the petitions presented by these cities and counties received favorable action. The local retirement organizations for the teachers of such cities and counties were thereupon discontinued. The general law now applies to all the State outside the cities, except the county of Westchester, and to all the cities of the State, except Albany, Buffalo, Cohoes, Elmira, Mount Vernon, New York, Rochester, Syracuse, Troy and Yonkers.

Changes have occurred in the membership of the State Retirement Board during the year. The law specifies that the moneys of the retirement fund may be invested in securities which the banking law specifies as securities which may be purchased by the savings banks of the State. The Retirement Board is required under the law to determine in which of these securities the moneys of the retirement fund shall be invested. It seemed wise to have upon the Retirement Board a professional banker so that this board might have the benefit of the knowledge and experience of a person familiar with the value and marketable conditions of these securities. Mr Jacob H. Herzog, cashier of the National Commercial Bank of Albany, was asked to accept an appointment upon this

board. Mr Herzog expressed a willingness to accept the appointment and has rendered valuable service on the board during the past year. Mr. Herzog is also interested in educational matters as he is president of the board of education of the city of Albany.

The retirement law provides that 1 per cent shall be deducted from the salaries of all teachers employed in the schools of that part of the State to which the law is applicable. Some doubt has been expressed about the validity of this feature of the law. The general retirement act of the state of New Jersey also provides that all teachers employed in the schools of that state, subject to the provisions of such general act, shall be required to pay a certain percentage of their salaries into the state fund. The provision of the New Jersey statute is almost identical with the provision of the New York law. A teacher in New Jersey, a percentage of whose salary had thus been deducted or reserved by the local school authorities, instituted a suit in the courts to obtain the full amount of her monthly salary. The court held that the retirement act was constitutional; that the deduction of such amount did not constitute the taking of property without due process of law, and that it did not constitute the taking of private property for public use without adequate compensation. The court further held that the reservation of a percentage from a teacher's salary was in fact an exercise of the taxing power of the state. The court sustained the constitutionality of the law and declared that it was entirely within the province of the Legislature to enact such law. Reference is made to this New Jersey decision as the opinion expressed by that court undoubtedly reflects the judicial opinion which would be expressed by the courts of other states upon similar statutes.

All general plans providing annuities for persons who are retired from service, either those maintained by municipalities or by corporations, are based upon the theory that the employer shall contribute largely and, in most cases, the entire amount which goes into the fund from which annuities are paid. The fund, however, from which teachers are paid under the general retirement act of this State is contributed solely by the teachers. To strengthen this fund and put it upon a sounder financial basis, to relieve the State from making appropriations for some years to come, and to follow the general plan of other annuity systems, it is recommended that the law be amended and that each city and district be required to contribute an amount equal to that which the teachers of such city or district are required to contribute.

A teacher, upon being retired, is entitled to receive, as the statute

now stands, one-half of the salary paid her during the last year of her service but in no case to exceed six hundred dollars. In the administration of this law numerous cases have occurred in which school authorities have increased the salary of a teacher materially during the last year of her service in order to enable her to receive a larger annuity from this fund. It further appears that many teachers who have become old and somewhat physically incapacitated, and who have had no means upon which to live, have been continued in the schools for two or three years upon a reduced salary. These teachers have rendered a valuable service to the State and the salaries which they are receiving are so small that one-half the amount is not sufficient for their support. To avoid these abuses and these cases of injustice, and to safeguard the retirement fund properly, it is recommended that the law be amended by fixing the annuity of a teacher upon retirement to be an amount equal to one-half her average salary for the five years immediately preceding her retirement.

Under the provisions of this act, teachers must teach at least fifteen years immediately preceding their retirement in some portion of the State to which the law applies. As there are many local retirement laws in the cities, cases are constantly arising in which teachers will leave a city operating under a local law and enter the teaching service in a city which is under the general retirement law. Such teacher may have rendered twenty years' service in a city operating under the local statute but before she could be considered for retirement under the general law, it would be necessary for her to render at least fifteen years' additional service in teaching. This often operates as a hardship. It is therefore suggested that the law be amended to remedy this injustice.

It is proposed during the year to make a scientific study of the basis on which the retirement fund should be placed. It is absolutely essential to the success of the operation of this law to place the whole general scheme upon a financial basis which shall be absolutely sound. With this in view, we have taken the matter up with the State Superintendent of Insurance and that officer has agreed to cooperate with the Education Department during the year by permitting the chief actuary of his department to examine the matter and to make such recommendations as shall be necessary for the purpose of creating a proper financial management of the system, and thus protect the interests of all teachers who shall contribute to this fund.

Since this law became operative, the following persons have been retired upon application to the Retirement Board;



## Retired previous to August 1, 1912

NAME	ADDRESS	YEARS OF SERVICE	ANNUITY	CAUSE OF RETIREMENT
Warren L. Boorn.....	Worcester.....	35	\$160	Service and disability
Nellie J. Hunter.....	Binghamton.....	19½	195	Disability
Frances F. Berry.....	Seneca Falls.....	26	220	Disability
Ella M. Solon.....	Eddyville.....	32	280	Service and disability
Sarah Lawrence.....	Cohoes.....	38	237 50	Service
Floyd D. Aldrich.....	Norwich.....	25	180	Service
Frances C. Mason.....	Lockport.....	41	337 50	Service and disability
Mary K. Brigham.....	Greene.....	32	143 52	Disability
Mrs Margaret B. Clancey.....	Marlboro.....	19	216 60	Disability
M. Eva Parsons.....	Marathon.....	28	325	Service and disability

## Retired January 8, 1913

Mary E. Poole.....	Watertown.....	40	250	Service and disability
Mrs Mary E. Williams.....	Watertown.....	37½	375	Service and disability
Alma M. Manchester.....	LaGrangeville.....	45	192 50	Service
Anna T. Rattigan.....	Auburn.....	30	350	Disability
Sifroit R. Karker.....	Seward.....	35	160	Disability
Mrs Grace I. Prentice.....	Berkshire.....	15	86 40	Disability
Mrs Hannah L. Gowdy.....	Camden.....	50	144	Disability
Orland F. Payne.....	Palenville.....	38½	400	Service and disability
Sylvia McCord.....	Hudson.....	57	225	Service
Laura J. Brust.....	Scotia.....	30	350	Service and disability
Ada J. Overbaugh.....	Saugerties.....	16½	165	Disability
Helen M. Goodrich.....	Stamford.....	39	200	Service
Alice G. Brock.....	Frankfort.....	25½	200	Service and disability

## Retired April 26, 1913

Arthur E. Knox.....	Conklin.....	37	600	Service
Mary E. Hay.....	Watertown.....	43	375	Service and disability
Flora M. Hay.....	Watertown.....	37	425	Service and disability
Hanna E. Meade.....	Cold Spring.....	27	216	Service
Caroline E. Simmons.....	Rensselaer.....	25	270	Disability
Caroline F. Barnes.....	Phoenix.....	30	325	Service and disability
Sarah A. Bradley.....	Lockport.....	30	250	Disability
Josiah Suits.....	Tribes Hill.....	53	180	Disability
Jesse H. Hyatt.....	Battenville.....	22½	144	Disability
Julia C. Ferris.....	Auburn.....	46	450	Service
Gertrude Miller.....	Penn Yan.....	40	350	Service
Perez Dimmick.....	Margaretville.....	28	240	Disability
Julia M. Guest.....	Ogdensburg.....	39	350	Service
William M. Lisk.....	Babylon.....	25	600	Disability
Mrs Jenny L. Nobles.....	Perry.....	20	220	Disability
Sarah E. Mackey.....	Ellenville.....	50½	312 50	Service
Georgia E. Shibley.....	Amsterdam.....	34	280	Service
Mary K. Sperry.....	Plattsburg.....	40	450	Service and disability
Matilda J. Carrier.....	Lockport.....	46	275	Service
Elizabeth Davidson.....	DeLancey.....	37½	160	Service
May R. Collins.....	Victor.....	27½	250	Service and disability
John J. Woodward.....	Newburgh.....	33	280	Service and disability
Estelle G. Robinson.....	Auburn.....	30	450	Disability
Mary J. Lewis.....	Waverly.....	37	300	Service
Caroline A. Tuthill.....	Waverly.....	41	300	Service
Martha C. Lum.....	Waverly.....	31	300	Service and disability
Edson L. Moore.....	Lyons.....	24	528	Disability
Charlotte S. Cross.....	Lockport.....	54	600	Service
Martha Laidler.....	Jamestown.....	35	325	Service and disability
Susan J. Baker.....	Houghton.....	19½	118 50	Disability
Sophie J. Gowen.....	N. Tonawanda.....	39½	450	Service
Harriet E. Stevens.....	Mount Vision.....	38	400	Service and disability
Mary E. Steele.....	Albion.....	29	400	Service and disability
Mary J. Rutherford.....	Madrid.....	31	120	Service and disability
Anna L. Potter.....	Holley.....	28	412 50	Disability
Mrs Mary E. Buchanan.....	Elizabeth, N. J.....	24	264	Disability
Katherine F. Johnson.....	Niagara Falls.....	29	475	Disability
Emeline E. Niles.....	Cooperstown.....	43½	180	Service
Elizabeth Wayman.....	Lockport.....	30	212 50	Service and disability
Mrs Anna M. Kinne.....	Rhinecliff.....	26	212 50	Service and disability



## Retired July 24, 1913

NAME	ADDRESS	YEARS OF SERVICE	ANNUITY	CAUSE OF RETIREMENT
Elizabeth A. Hallock	Yaphank	34	\$240	Service
Caroline Kibbe	Amsterdam	31	198	Service
Anna M. Barnes	Newburgh	30	312 50	Service and disability
Emma C. Barnes	Newburgh	37	325	Service and disability
S. Emma Barker	Mahopac	45	238 75	Service
Grace A. Lewis	Oswego	29	240	Service and disability
Rebecca Rusk	Marlboro	29	220	Service and disability
Frances A. Tefft	Hudson Falls	32	600	Service and disability
Maria F. Highriter	Fulton	30	262 50	Service and disability
Emma F. Beaver	Romulus	32½	250	Service and disability
Mrs Celia H. Mackey	E. Liverpool, O	22½	178 20	Disability
Flora A. Alling	Genoa	33	300	Service and disability
Alice M. Brown	Boyntonville	27	216	Service and disability
Lelia B. Palmer	Cassville	34	450	Service
Nicholas Zarth	Utica	36	600	Service
Minnie G. Wright	Utica	40	337 50	Service and disability
Helen Gaffney	Utica	38½	450	Service and disability
Agnes M. Merrell	Utica	41	325	Service and disability
Harriet G. Rae	Utica	46	350	Service and disability
Julia E. Rowell	Utica	39	400	Service and disability
Mary L. Buck	Rome	37	300	Service and disability
Dora S. Clark	Vernon	31	234	Service and disability
Mary M. Edmonds	Tonawanda	38	400	Service
Mrs Lena Jennings	Cleveland	19	150 48	Disability
Kate M. Coffin	Iilon	33	180	Service and disability
A. M. Baker	Smithtown Branch	29	450	Service
Frank S. Shumway	Wilmington	31	160	Service and disability
Chauncey Fuller	Sodus	30	247	Service
Frances C. Lewis	Hagaman	26½	204	Service and disability
Isabelle V. Gladstone	Andes	20½	240	Service and disability
Emma F. Isbell	Eaton	33	240	Service and disability
Anna Lane	Mount Vision	33	168	Service
Alzina P. Lown	West Copake	30	222	Service and disability
Mandane Hilliard	Martinsburg	16½	100 98	Disability
Anna L. Ward	Seneca Falls	30	250	Service and disability
Frank E. Mandeville	Olean	30	500	Service and disability
Anna F. Marshall	Rochester	27	273	Service and disability
Mahlon R. Morrow	Savona	22½	144	Disability
Ornaldo W. Morris	Scottsburg	26½	160	Service
Annie M. Patterson	Utica	27½	325	Service and disability
Addie M. Poole	Adams	31	257 50	Service and disability
Joanna M. Puff	Ithaca	51	312 50	Service
Cornelia F. Purdy	Marlboro	40	250	Service and disability
Ellen V. Rittersbaugh	Clarence	33	180	Service
Annie H. Sandford	Verona	34	160	Service and disability
Sarah W. Shipway	Cherry Valley	42	225	Service
Abram Smith	Pine Plains	35	225	Service and disability
Francis M. Smith	Holland	31	500	Service and disability
Chrissey Stebbins	Walton	33	375	Service and disability
Harriet L. TenBroeck	Elmira	36	250	Service and disability
Mrs Della K. Tobey	Corning, R. D.	24½	220 50	Disability
Harriet A. Van Duzer	Newburgh	37	300	Service and disability
Annette A. Wilbur	Mount Vision	37½	168	Service
John Will	Camden	25	144	Service and disability
Adelbert W. Wilcox	Petersburg	30½	210	Service and disability
Katherine M. Vermily	Naples	38	275	Service and disability
Ara Wilkinson	Clarkson	30	243	Service and disability
Elizabeth Wilson	Fowlerville	29	225	Service and disability
Mary F. Wood	Rome	32	300	Service and disability
Mary J. Davies	Utica	35	237 50	Service
Anna J. Pettingill	Amsterdam	31	262 50	Service
Carrie L. Owen	Carthage	27½	160	Service and disability
Eva Parr	Trumansburg	33	168	Service and disability
Mrs Emma D. Stevens	Lyons	25	250	Service and disability
Lucy Leonard	Green Island	37	240 25	Service and disability
Mrs Ida M. Larkin	Cohocton	28	200	Service and disability
Mrs Jennie S. Jones	Remsen	25	180	Service and disability
J. Grant Chamberlin	Salem, R. D. 1	23½	150 40	Disability
Mary L. Cutler	Tonawanda	27½	300	Service and disability
Elizabeth H. Dimmore	Oswego	44	247 50	Service and disability
Fannie A. Smith	New Hackensack	41	228	Service
Helen J. Hilliard	Martinsburg	26	160	Service and disability

NAME	ADDRESS	YEARS OF SERVICE	ANNUITY	CAUSE OF RETIREMENT
Dora Patten.....	Fort Edward.....	37	\$250	Service and disability
Mrs Mary E. Boice.....	Fish's Eddy.....	27½	234	Service and disability
Eunice M. Shaw.....	Niagara Falls.....	41	498 75	Service
Ephraim Failing.....	Port Plain.....	30	242 50	Service
Camilla S. Thompson.....	Chester.....	43	275	Service and disability
Mrs Jennie E. Joslin.....	Hartwick.....	32	200	Service and disability
Hattie A. Pierce.....	Versailles.....	40	190	Service and disability
Jacob C. Sherman.....	Wolcott.....	27	198	Service and disability
L. Belle Beaman.....	Gouverneur.....	25	225	Service and disability
Belle C. Strickland.....	Plattsburg.....	43	312 50	Service and disability
Mrs Catherine W. Porfar.....	New Rochelle.....	16	153 50	Disability
Jennie M. Lamont.....	Weedsport.....	31	250	Service and disability
Cleora L. Coats.....	Atlanta.....	20	160	Disability
Ellen McCaffrey.....	Rensselaer.....	35	270	Disability
Elizabeth Noades.....	Honcoye Falls.....	28	228	Service and disability
Martha A. White.....	Walton.....	24½	269 50	Disability
D. Pay Wight.....	Darien Center.....	25.	320	Service and disability

## 152 annuitants approved by State Retirement Board

Average annuity .....	\$275 42
Average age .....	61 years
Average service .....	33 years
16 annuitants transferred by Niagara Falls, Schenectady and Watervliet	
Average annuity .....	\$330 77
Average age .....	58 years
Average service.....	33 years

## Retirement fund

July 31, 1913

Funds invested .....	\$28 653 75
Cash on hand (First National Bank, Albany).....	33 747 12
	<u>\$62 400 87</u>

The receipts consist of \$19,705.76 transferred by Niagara Falls, Schenectady and Watervliet, \$26,145.06 contributed by teachers for the year ending July 31, 1912, advance payments made by applicants for retirement and interest on investments.

The following investments were made prior to August 1, 1913:

Oct. 1912 Mortgage on real estate, 5%, transferred by Niagara Falls, at par value.....	\$1 500
“ Mortgage on real estate, 5½%, transferred by Niagara Falls, at par value.....	2 600
May 1913 Chicago, Milwaukee & St Paul Railway bonds, 4½%, purchased at 90½.....	10 000
“ Central Pacific Railway bonds, 4%, purchased at 91½.	2 000
“ New York City Rapid Transit Railway bonds, 3½%, purchased at 82½.....	5 000
“ New York City, East River Bridge bonds, 3½%, purchased at 81½.....	5 000
“ Chicago, Burlington & Quincy Railway bonds, 4%, purchased at 91½.....	5 000

(Face value) ..... \$31 100

Actual cost of securities.....	\$28 653 75
Interest on same.....	273 31

The disbursements consist of \$4451.04 paid annuitants (transferred), \$1796.76 refunded applicants for retirement, \$24,553.75 for investments and \$273.31 interest on same.

## NORMAL SCHOOL TEACHERS

The State is not paying the teachers employed in our normal schools the salaries which their qualifications and the services which they are rendering entitle them to receive. New York is constantly losing from its normal school service many of its best teachers, who are offered larger salaries in the normal schools of other states and even in the high schools of some of the cities of our own State. One of our normal schools recently lost its professor of mathematics, who is a graduate of one of the leading universities of the country and who is a teacher of broad experience, because the State was paying him a salary of only \$1800 a year. He was offered a similar position in a normal school in another state at \$2500 a year, with assurances of annual increases in salary until it should become \$3300 a year. The constant change of teachers in the normal schools and the loss of experienced teachers decreases the efficiency of these institutions.

This State should be able to select for membership on its normal school faculties the best qualified teachers to be found in the country. The caliber of the product turned out of the normal schools of the State depends in a very large degree upon the teaching force in these institutions. The character of the instruction and training provided for the teachers who are educated in these institutions affects the teaching service of the State and therefore the character and efficiency of the instruction given in the elementary schools of the State.

Committees who are interested in this subject have come to the Legislature for several years in an effort to induce that body to fix a minimum schedule of salaries for normal school teachers and to make an appropriation sufficient to meet the advance provided in this minimum schedule. Bills to effect this result have passed two Legislatures but have been vetoed by the Governor. It is urgently recommended that the Legislature make an appropriation of \$56,000 to be apportioned by the Commissioner of Education for the increases of salaries of the teachers employed in the State Normal College and the ten State normal schools. It is also recommended that the Board of Regents determine the salary schedule. It is further suggested that such schedule be fixed upon the following bases:

1 No teacher who has not been graduated from an approved college and who has not had sufficient successful experience to demonstrate ability to render good service in the position to which



Students who are taking the professional agricultural course in the Cortland State Normal School





such teacher is appointed shall be employed in the normal department of a State normal school.

2 The minimum annual salary of all teachers hereafter employed in any department of a State normal school shall be as follows:

*a* For the first five years of such service, one thousand dollars

*b* After having rendered five years of such service, one thousand five hundred dollars

*c* After having rendered ten years of such service, two thousand dollars

*d* After having rendered twenty years of such service, three thousand dollars

3 The salaries of all teachers who are now employed in any department of these schools and who are not now receiving the minimum salary above stated shall be fixed, as rapidly as appropriations may be obtained, at such amounts as the Commissioner of Education shall recommend, subject to the approval of the Board of Regents. In determining the salaries which these teachers shall receive, the education, the experience, the service, and efficiency of such teachers shall be taken into consideration.

The Legislature of 1913 enacted a law providing for the appointment of substitute teachers in the State normal schools. Several teachers, who had rendered many years of efficient service in these institutions, because of physical or mental incapacity, were retired previous to the enactment in 1910 of the law providing for the retirement of teachers in these institutions, on annuities. Several bills have been framed to provide annuities for these teachers but, as the constitutionality of such measures has seemed improbable, they have not been pressed before the Legislature. The act of 1913, providing for substitute teachers in State normal schools, was enacted for the purpose of according these teachers privileges similar to those which are accorded teachers at the present time, who have rendered similar service and who are likewise incapacitated. The purpose of this bill is to reinstate these teachers as substitute teachers in the subjects in which they were rendering service at the time of their retirement. If there is substitute work for these teachers, the law provides that they shall receive compensation at the rate of two-thirds of what they were paid when regularly employed in these schools. It further provides that, if there is no service for these teachers to perform as substitute teachers, they shall be placed upon the retired list and receive annuities of one-half the salaries paid them at the time of their retirement.

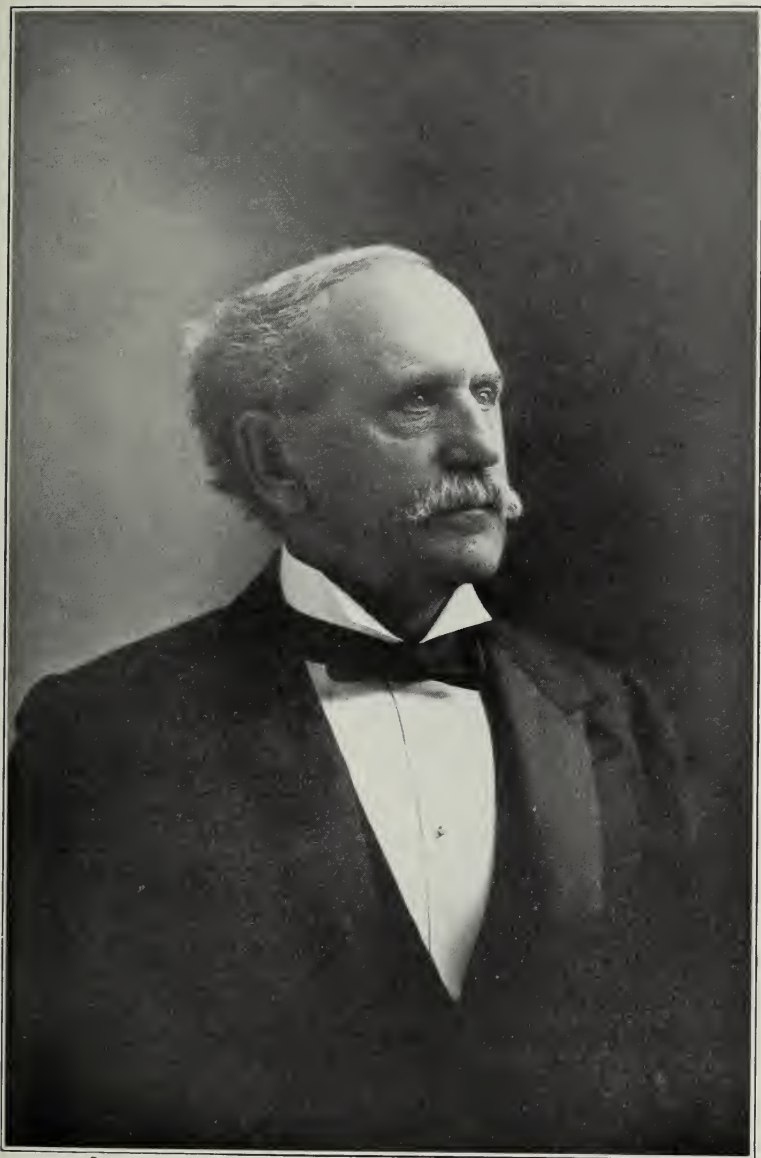
There are twelve of these teachers. Their names, age, the schools in which they were employed, the period of service rendered in such schools and the annuities to which they are entitled under this measure are as follows:

NAME	AGE	SCHOOL	YEARS OF	
			SERVICE	ANNUITY
James M. Cassety.....	80	Buffalo .....	23	\$1000
Francis B. Palmer.....	79	Fredonia ....	28	1000
Mary F. Hendrick.....	74	Cortland.....	35	500
Phoebe Minard Hall.....	71	Geneseo .....	27	500
Mary J. Harmon.....	75	Buffalo .....	17	500
Mary Wright .....	79	Buffalo .....	29	450
Kate Stoneman .....	72	Albany .....	40	450
Emeline S. Curtis.....	74	Geneseo .....	29	450
Myra Burdick .....	76	Geneseo .....	27	425
Elizabeth McBride .....	62	Geneseo .....	33	375
Elizabeth S. Richmond.....	68	Brockport ...	34	300
Mary A. Cady.....	76	Brockport ...	25	300

It will cost the State, therefore, \$6250 a year to meet this obligation and it is recommended that an appropriation be made for such purpose. It will also be observed that, while this amount is now small, it will never be larger and there will be a gradual decrease because of the age of many of these retired teachers. In addition to the service rendered in State normal schools nearly all of these teachers taught many years in the public schools of the State.

#### ISAAC B. POUCHER

During the year Dr Isaac B. Poucher, principal of the Oswego State Normal School, tendered his resignation with the request that it should be accepted upon the occupancy of the new normal school building. Doctor Poucher is a native of the town of Manor, Columbia county, having been born in 1827. He was educated in the schools of that town, in Mexico Academy, and in Red Creek Union Academy. He then entered the State Normal College at Albany and was graduated from that institution in 1847. He began his distinguished teaching career in the same year. He received a salary of seventy-five cents a day and "boarded around." From that time until he resigned his duties as principal of the Oswego State Normal School, a period of sixty-six years, he has been a member of the teaching force of the State. Since 1848 his professional work has been associated with educational institutions located in the city of Oswego. He served as teacher of several



Dr Isaac B. Poucher



one-room schools in that city, as principal of several of the grammar schools, and as principal of the Oswego Academy, now the Oswego High School. In 1865 he was elected to the professorship of mathematics in the Oswego State Normal School and continued in that position until 1897 when he was chosen principal of that institution. While a young teacher in the public schools of Oswego, he resigned three different times to enter upon the study of medicine in a medical college in New York City. After a brief interval of study he was, in each instance, induced to return to Oswego and resume his work as a teacher. In 1885 he was appointed, by President Cleveland, collector of United States customs at Oswego and held that office for four years.

He has spoken on educational subjects in nearly every county of the State and is held in abiding affection by thousands of the teachers of the State. His achievements in educational work were recognized by Hamilton College which conferred the degree of M. A. upon him, and by Syracuse University which conferred the degree of Pd. D. upon him. He was one of the leading spirits in the movement for the erection of the new building which adorns Ontario Heights and overlooks the waters of the beautiful lake on its north. He has rendered conspicuous service to the State in the number of years devoted to educational work, in the earnest, progressive service rendered, and in the large number of persons whom he has trained for the profession of teaching.

#### SCHOOL BUILDINGS

Great improvement has been made in school buildings during the past year. Many fine modern buildings have been constructed in the cities, in the villages and even in the rural school districts. No effort has been made to collect photographs of such buildings but it has seemed desirable to include in this report photographs of a few of the best buildings which have been constructed during the past year for the encouragement of those cities and districts in the State which should erect new buildings in the future. It has also seemed advisable to show some of the old buildings which have been replaced by new ones so that the improvement in school facilities in the communities where these improvements have been made may be fully appreciated.

One of the best modern rural school buildings is in the rich agricultural district of no. 3 of Camillus, of the fifth supervisory district of Onondaga county. This building may well serve as a model



for thousands of other districts in the prosperous agricultural sections of the State. The assessed valuation of the district is about \$500,000 and the cost of the building \$5000. It would prove to be a wise investment for many districts of much smaller valuation than the Camillus district to erect a building of equal adaptability. Mrs Florence E. S. Knapp, district superintendent, is entitled to much credit for developing the sentiment in the district which led to the construction of this building. The accompanying illustrations show the old building and the new one which took its place, together with several views of the interior.

Another fine modern rural school building will be found in district no. 8, town of Newcastle, Westchester county, George H. Covey, district superintendent. It will readily be observed how much the shrubbery improves the attractiveness of the building and grounds. It is to be regretted that so fine a building is not placed upon a larger site and farther from the highway. The view shows land which might easily be acquired for an enlargement of the site. The persuasive powers of Superintendent Covey, which are known to be almost resistless, will undoubtedly in due time add two or three acres to the site of this beautiful school building.

There are still a large number of school buildings in the State so unfit for use that superintendents should exercise their power to condemn them. An illustration of this type of building appears on the opposite page.

District Superintendent Amelia Blasdell of Washington county rendered an important service when she consolidated the district in which this schoolhouse is located with an adjoining district and procured a new site of three acres on high, well-drained ground, on which the consolidated district will erect a new modern building. A campaign must be waged by every district superintendent in the State against school buildings and sites of this type. Within the next two years each schoolhouse of this character must give way to one of modern construction, adaptability, and conveniences. The drainage from the outbuildings into the swamp, which almost covers the schoolgrounds of this district at times of high water, is so unsanitary that it should have been condemned by the board of health. The mere thought of children playing on such grounds is repugnant to all modern ideas of children's rights. The Education Law should be amended conferring on district superintendents the power to condemn a school site as well as a school building. The University officers will collect photographs of buildings like the

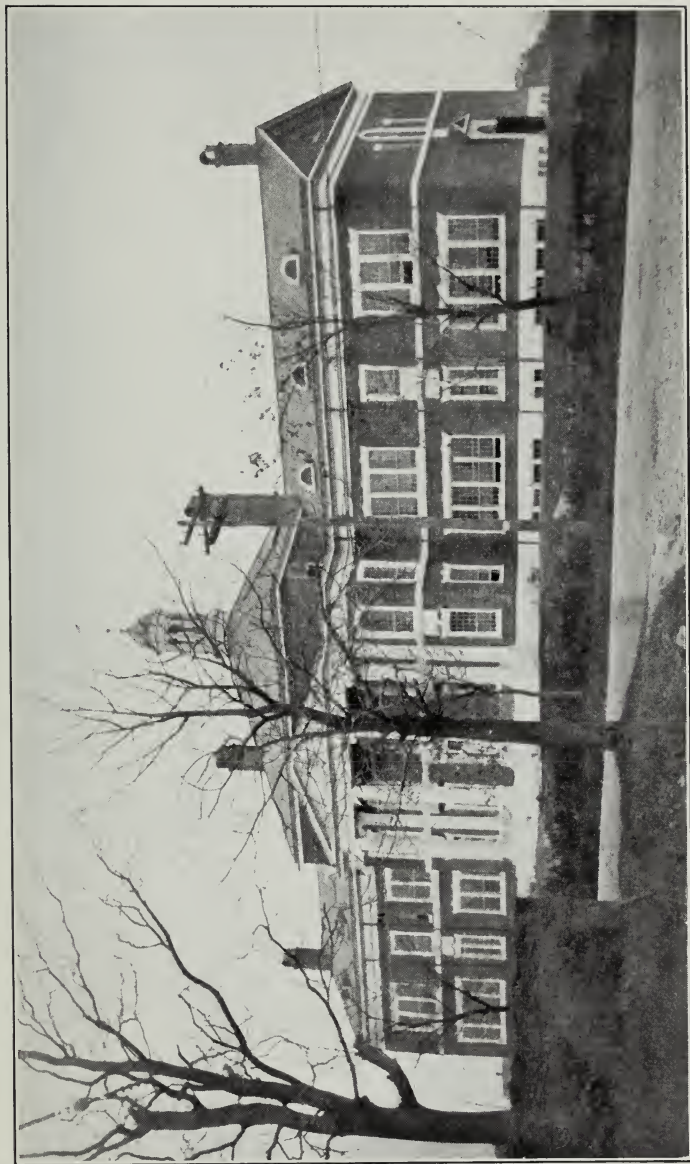


The new building in district 8, Newcastle, Westchester county



A type of building and grounds which must disappear in the near future





A new modern school building at Southampton, for the elementary grades and the academic department, having a capacity for eight hundred children and erected at an expense of \$130,000







A new elementary school building in the city of Rome





The old building at Fairmont, Onondaga county,  
School district 3, Camillus



The new building at Fairmont, Onondaga county,  
School district 3, Camillus





A room in the new building at Fairmont



The library in the new building at Fairmont







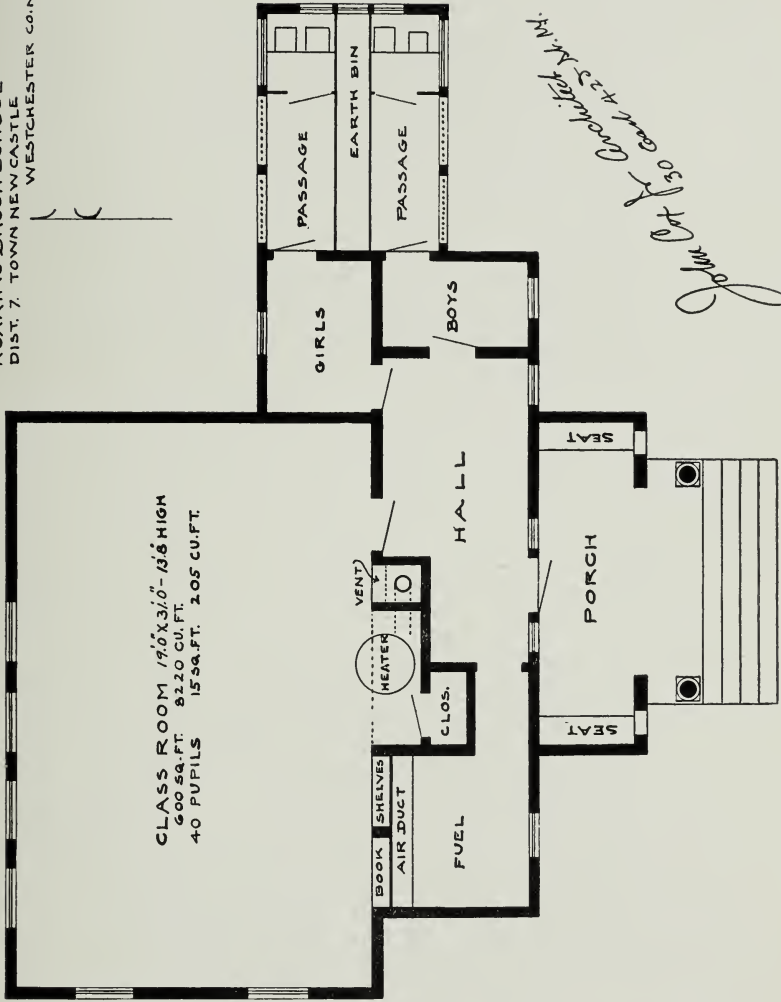
A room in the basement of the new building at Fairmont



A second room in the basement of the new building at Fairmont



ROARING BROOK SCHOOL  
 DIST. 7, TOWN NEWCASTLE  
 WESTCHESTER CO. N.Y.



Floor plan of a one-room rural school with modern inside toilets, erected in district 7, Newcastle, Westchester county







A one-room rural school before and after repairs  
were made





A rural school outbuilding which will disappear before  
September 1, 1914



An unsanitary and unsightly outbuilding which gave way to modern,  
sanitary buildings during the past year





Modern outbuildings adapted to the needs of rural schools



A type of modern sanitary outbuildings in a small village





above and use them in future reports to point out the necessity for improvements to school buildings so long as one is known to exist in the Empire State.

District superintendents have very generally been urging school authorities to repair their school buildings and in many instances with special reference to the reconstruction of windows which will afford proper lighting, and also to the construction of porches on school buildings. The illustrations which follow, and which were furnished by Superintendent Carter of the sixth supervisory district of Steuben county, will show how a small expenditure will improve the appearance and the service of an old, unattractive building.

Outbuildings of the type shown in the accompanying illustration must go. The law confers ample authority upon school officers to provide adequate, sanitary, modern outbuildings. A district superintendent who tolerates such disgraceful, unsanitary outbuildings in a district in any part of the State is censurable. Where a district meeting has failed to make an appropriation sufficient to erect new outbuildings, or to repair those already erected so that they shall be wholesome and sanitary, and a trustee delays or declines to make necessary repairs, a district superintendent should make an order directing the erection of new buildings or authorizing repairs to the present buildings. If such order is not complied with, the Department should be notified and the full penalty of the law provided in such cases, of removal of a trustee from office and the withholding of the district's share of the public moneys, will be imposed, if necessary, to require compliance with the terms of such order. There should be no delay in the procedure in these cases. Outbuildings of this type must be replaced by proper, modern buildings and the time to proceed in this matter is this year. Do not defer action until next year. These intolerable conditions, wherever they exist, should have the immediate and effective consideration of district superintendents.

District superintendents have very generally organized local associations composed of the superintendents of several counties whose geographical position and accessibility would naturally bring such counties together in matters of common interest. These associations have been of great service to superintendents and particularly in the improvement of school buildings. The standardization of school buildings has been one of the leading questions before these various associations. In most sections the superintendents in these associations have agreed upon a standard on which they will

not only rate the school building and the equipment but also the work of the school. By this means superintendents are constantly holding better school facilities, better equipment of schools, and better work in the schools not only before the teachers but before the people generally. This plan operates as a force which is constantly uplifting in its influence upon all rural school questions. The Department has requested a committee of superintendents to consider this question with it in the hope of devising the simplest and the best standard possible of rating these schools. Cornell University and the Teachers College of Columbia University are experimenting in the same field and have expressed a willingness to cooperate with the Department on such matters. We should like to devise some equitable basis on which an award might be made to the supervisory district which could show the greatest improvement during the year under the operation of a system of rating applicable to the entire State. The result of the conference between the committee of superintendents, the representatives of the two colleges named, and the Department will be announced at the beginning of the ensuing school year.

It is proposed to issue in the near future a pamphlet on the sanitary conditions of school buildings and the care of school property. This document will go out in the form of regulations having the approval of the Commissioner of Education and the Board of Regents. They will then have the full force and effect of statute enactments.

#### THE ORGANIZATION OF CITY SCHOOL SYSTEMS

The school systems of the cities of this State have never been organized upon a general plan having special reference to policies which the students of school administration are generally agreed will produce the best educational results. In fact, the school systems in the cities of this State have not been organized upon a general plan of any character. The schools in the cities have very generally been organized in accordance with the ideas of the municipal officers of each city. The cases are rare in which the men charged with the responsibility of the management of the school system of a city have been consulted as to the basis of the legal structure of such system. This procedure in such matters has resulted in a general policy of associating the laws governing a city school system with the statutes regulating the municipal functions instead of associating such laws with the general statutes on public education.

In thirty-five cities of the State the laws regulating the local management of the schools are incorporated in the charters of such cities. In twelve other cities the laws governing the local direction of the schools have been enacted as special statutes. The antiquated provisions enacted into the consolidated school act, now the Education Law, over a quarter of a century ago, together with certain special laws, regulate the local control of the schools in the five other cities of the State.

The provisions of these various laws in many respects conform to the generally accepted theories of school management but when these laws are considered as a whole, it will be observed that every sound principle of school administration has been violated. These laws in many cities give to the municipal authorities greater power in the management of the schools than is given to the legally designated school officers. In such cases the schools are regarded by the municipal authorities as mere municipal bureaus and looked upon as furnishing the same legitimate patronage to sustain the political end of the city government as the street department, the fire department, the police department, and other purely city departments. The cities whose schools are managed by their regularly chosen school officers with freedom and independence have the best and most flourishing schools. The cities whose schools are submerged into the municipal government and whose school policies are dominated from the city hall have the poorest schools. The propositions to revise city charters which are constantly presented to the Legislature create a feeling of unrest and uncertainty in educational matters which is detrimental to the schools in those cities in which the laws regulating the schools are a part of the city charters. The schools in about one-half of the cities of the State have suffered from this action within the last three years. The special laws which control the schools in other cities are in many instances inadequate to the proper management of a modern city school system. It should be unnecessary for a city of the second class to come to the Legislature to obtain authority to erect a technical high school, or for a city of the third class to be compelled to obtain permission from the Legislature to permit its citizens to vote upon a proposition to appropriate \$40,000 for the erection of an elementary school system, as has recently been the case. These are questions which each city should have the power to determine. The laws governing their schools should confer that power.

The fact that there is no general law regulating the schools of a city and that the laws which do regulate them are so closely associated with municipal matters instead of educational affairs are responsible for many vicious and dangerous school propositions being presented to the Legislature from time to time. Within the past few years a proposition was before the Legislature to make the mayor of a city an ex officio member of the board of education. This plan emanated from the mayor himself and the avowed object as stated by him was to bring the schools of the city in closer relation with the municipal authorities. The power of the mayor over the schools would be more complete if that officer were given the right to a seat on the board of education where his influence could be personally directed to use the schools for his personal and political ends. More recently the mayor of a city caused to be introduced into the Legislature a bill which proposed the abolition of the board of education and making the mayor himself the board of education and giving him the power not only to employ every teacher of the city, to fix the salaries of such teachers, and to dismiss them from the service, but also to examine and license all teachers employed in such city. Another measure recently before the Legislature proposed to place the schools under the management and control of the common council. More offensive measures for the government of the schools can not be conceived.

The lack of general statutes to regulate the school systems of cities, the inadequacy of many of the laws which do regulate such systems, the unsound provisions which are in many of these laws, the action of municipal officers in constantly meddling with the schools, and the great injury which is inflicted upon the schools with resulting loss to the people who support and maintain them, make it an opportune time to press the movement inaugurated in my report of 1912 for the enactment of general statutes to regulate city school systems. The people of several of the cities are interested in this subject. School officers very generally favor the plan and in several cities the municipal officers will give hearty support to this movement. A tentative bill will be submitted in this report for the government of the schools in the cities of the second and third classes. The people of these cities will have the opportunity to consider such measure for several months before the Legislature convenes. Changes, for valid reasons, may be incorporated in the measure before it is introduced. This bill, as it is proposed, includes all the cities of the State except those of the first class, New York, Buffalo, and Rochester.



The Education Department has agreed with the sponsors for the commission charter and the school authorities of Buffalo, the Public School League of that city, the mayor, several of the city's representatives in the Legislature and many of her leading citizens, upon the general outline of a bill to control the schools of that city which will be introduced in the Legislature of 1915. The law regulating the schools of the city of Rochester is operating at the present time to the general satisfaction of that city. A movement is under consideration to revise the laws regulating the schools of New York City. For these reasons it has not been deemed advisable to prepare a law which would govern the schools of these three cities. A general law may very well be enacted which will meet existing conditions in all the cities of the second and third classes. Conditions are not so different in these various cities that separate laws to regulate their schools are necessary.

The law which governs the schools of these cities should be incorporated in the Education Law and the special acts and charter provisions relating to such schools should be repealed. There are now many provisions of the Education Law which apply to all these cities. The law regulating the compulsory attendance of children, the industrial and vocational schools, the apportionment of school funds, the medical inspection of school children, the sanitary provisions relating to school buildings, the certification of teachers, the supervisory powers of the Commissioner of Education, and many other features of the schools of cities is a part of the general Education Law. It would be a convenience to all school officers in these cities if all the laws relating to the administration of school interests were in one act. To transfer such law from the city charters to the general law would emphasize education and would be a potent influence in eliminating political consideration from the school affairs of cities. It has been suggested that one reason why officers of the Education Department favor the transfer of these laws to the Education Law is that such Department would thereby obtain greater power over the city schools. There is no force to this suggestion. Such action would neither increase nor decrease the power of the Education Department over the schools of the cities. The power which the Education Department possesses over the schools of the State is conferred under the Education Law but that law extends such powers already over the schools operated not only under the general law but to schools operated under any special law. Incorporating this law in the Education Law would recognize the fundamental principle upon which our State system

of public education has been constructed—that education is a *state* and not a *municipal* function.

The main features of this proposed law are as follows:

1 It is brief. Its provisions are clear, broad and comprehensive. Only the very essential provisions of law to govern the schools of a city are incorporated into this plan. The board of education is given the authority to supplement this law by the adoption of regulations necessary to meet the local needs, wishes and conditions of any city. Each board is given ample power to provide such educational facilities as the public sentiment of that city may demand. The very broadest powers possible are conferred upon the authorities of each city in the management and control of its school system.

2 The business management of the schools is under the direction of the board of education. The professional or pedagogical management of the schools is under the direction of the superintendent of schools and his assistants. The duties of the board of education and of the superintendent of schools are so clearly defined, and the cooperation between the board and the superintendent so definitely stated, that these two directing forces of the school system may work in entire harmony.

3 Provision is made for a board of education consisting of seven members. The mayor appoints these members from the city at large. This affords the opportunity to select the strongest and most cultured men in the city, and the responsibility for selecting men of this type is definitely placed. When the leading citizens of a community are requested by the mayor to render this service to their city they will generally respond to this call to duty when they would decline to be a candidate for the position at a popular election. The full term is seven years and no compensation is allowed. One member is appointed each year. This gives permanency to a board and permits the establishment and working out of definite policies and at the same time it affords the opportunity to remove unworthy members and to introduce new blood as it may be needed.

4 The board of education appoints the superintendent of schools and fixes his salary. It may remove him for cause after a hearing. The board also appoints medical inspectors, nurses, attendance officers and janitors and fixes their salaries. The board also appoints, on the nomination of the superintendent, such other educational experts and employees as it shall determine necessary for:

the proper management of the schools, and fixes their salaries. The board also, on the nomination of the superintendent of schools, appoints teachers, but the minimum salaries which shall be paid teachers are fixed in the law.

5 The board is charged generally with the duty of providing such schools and of determining such courses of study as shall meet the needs of the city, to establish libraries, to adopt textbooks, to make ordinary repairs to buildings, and to prescribe necessary rules to govern the schools.

6 The superintendent has a fixed term of six years and to be eligible to the office must be either a superintendent employed in a city of this State when the law goes into effect, or must be a graduate of an approved college and have had at least five years' successful experience in teaching or in supervisory school work. The superintendent is made the chief executive officer of the board and is required to enforce the law and regulations governing the schools. He prepares the outline of such courses of study as the board authorizes. The superintendent recommends textbooks. He is also charged with the general supervision of all teachers and employees of the school system and may suspend a teacher or any other employee until the next regular meeting of the board. He has the general supervision and direction of all work of the schools and is responsible therefor to the board.

7 The principal of each school and each director, supervisor or other educational expert is recommended by the superintendent and, if appointed by the board, has permanent tenure but may be removed after a hearing for cause only. All other teachers are appointed, on the recommendation of the superintendent, for a probationary period of one year. If their work is then reported by the superintendent as satisfactory and efficient, they may receive a permanent appointment from the board. Thereafter they may be removed for cause only. All teachers must possess the qualifications prescribed in the Education Law.

8 The minimum salary of teachers employed in the elementary schools shall be \$600. An elementary teacher is entitled to an annual increase of \$50 until her salary reaches the maximum of \$1200, provided her work is reported by the superintendent as satisfactory and efficient each year. A secondary teacher shall receive a minimum salary of \$1000 and is entitled to an annual increase of \$100 until her salary reaches \$1800, provided her work is satisfactory and efficient each year. The board of estimate and

apportionment of each city may increase the salaries of their teachers above that fixed in the law, in cities not having a board of estimate and apportionment, the increase may be made by the common council.

9 The board of education determines on the necessity of new buildings, remodeling or enlarging of old buildings, and approves all plans therefor. The board of education also determines on the selection of new sites and the enlargement of present sites.

10 One of the most important features of the law governing a city school system is the one regulating the finances. It is proposed in this law to give the school authorities the power to determine what funds are necessary for the actual operation and maintenance of the schools which have been established. The plan therefore provides that the board of education shall prepare a budget in which is included the salaries of the superintendent, of all teachers, of all professional experts, of all medical inspectors and nurses, of attendance officers, of janitors, and of all other employees of the school system. It should be borne in mind in this connection that the minimum salaries of the teachers are fixed by the law itself and any increase beyond that in the law is authorized by the city authorities. These employees are all necessary and there should be definite authority on the part of those charged with the management of the schools to provide for the payment of their salaries.

For similar reasons the board is also authorized to include in its budget all incidental and contingent expenses, such as ordinary repairs to buildings, the purchase of fuel and light, supplies, text-books, apparatus, furniture, and any other article or service necessary for the maintenance, operation and support of the schools. The principle of cooperation between the school authorities and the municipal authorities in financing the school system is recognized but the final authority to determine the funds necessary for the actual operation and maintenance of schools already established is conferred on the board of education. In preparing this budget the mayor is entitled to sit with the board of education for general discussion and to obtain a general understanding of the necessity for the funds necessary to operate the schools. He can not vote on the proposition to determine any of the items included in the budget. When the budget has been completed, it is presented to the mayor for approval. Upon his approval it must be included in the general tax budget of the city.

If the mayor does not approve such statement, he returns it to the board of education giving his reasons therefor. The board then

proceeds to reconsider this budget and if five of the seven members of the board vote to adopt it, it becomes the adopted school budget irrespective of the disapproval of the mayor, and must be included in the tax budget for the city. If such budget is not approved by five members of the board, it must be modified to meet the views of the mayor or a new budget must be prepared. This procedure is continued until a budget is agreed upon.

The financial authorities of the city are given the power to determine what appropriation shall be made for unusual and extraordinary expenses such as for new buildings, repairs beyond an expenditure of \$250, purchase of sites, establishment of playgrounds, libraries etc.

11 All funds raised by the city for the support of the schools in any way and all funds paid to the city from the State or other sources must be held by the city treasurer as a school fund, and paid out upon the order of the school authorities only. Such funds can not be used for any municipal proposition and a monthly report of such funds must be made by the treasurer to the school authorities.

A measure involving the features outlined above is herewith submitted in due legislative form:

**A proposed law to govern the school systems of cities of the second and third classes**

AN ACT to amend the Education Law, by providing for a department of public instruction in the cities of the second and third classes:

*The People of the State of New York, represented in Senate and Assembly, do enact as follows:*

Section 1 Chapter 21 of the Laws of 1909, entitled "An act relating to education, constituting chapter 16 of the Consolidated Laws," as amended by chapter 140 of the Laws of 1910, is hereby further amended by inserting therein a new article, to be known as article 33-a, and to read as follows:

ARTICLE 33-a

**Department of public instruction in cities of the second and third classes**

Section 865 Department of public instruction

866 Meetings of board and appointment of president and clerk



- Section 867 Powers and duties of board of education
- 868 Purchases exceeding two hundred fifty dollars
- 869 Superintendent of schools
- 870 Powers and duties of superintendent of schools
- 871 Appointment of teachers
- 872 New sites and new buildings
- 873 School budget
- 874 Preparation, revision, and approval of budget
- 875 School funds
- 876 Laws repealed

Section 865 **Department of public instruction.** 1 A department of public instruction in and for all cities of the second and third classes is hereby established. The affairs of said department shall be under the general management and control of a board of education, composed of seven members, to be called members of the board of education and to be appointed as hereinafter provided.

2 No person shall be eligible to the office of member of the board of education who has not been a resident of the city for which he is appointed for a period of at least five years immediately preceding the date of his appointment.

3 Within ten days after the passage of this act, the mayor of each of such cities shall appoint seven members of the board of education as follows: One to serve until April 1, 1916, one to serve until April 1, 1917, one to serve until April 1, 1918, one to serve until April 1, 1919, one to serve until April 1, 1920, one to serve until April 1, 1921, and one to serve until April 1, 1922. Upon the appointment of such members, the terms of office of the present commissioners of education, or the members of a board of education or other officers or board or body by whatsoever name known in each of such cities, and having the control and management of the schools therein shall cease and terminate.

4 Thereafter, on or before the 31st day of March of each year, preceding the expiration of the term of office of a member of a board of education in any such city, the mayor shall appoint a successor to hold office for a term of seven years from and including the 1st day of April in the year in which he is appointed.

5 If a vacancy occurs in the office of a member of a board of education, the mayor shall fill such vacancy by the appointment of a member for the remainder of such term.

6 Such members of the board of education shall serve without pay.

**§ 866 Meetings of board and appointment of president and clerk.**

1 Upon the appointment of said members of the board of education, the superintendent of schools of each of such cities shall call a meeting of the board of his city to be held at the rooms usually occupied by the board of education by giving at least three days' written notice to each member thereof, and stating the hour at which the meeting will be held. At such meeting the board of each of such cities shall elect one of its members president who shall exercise all the powers usually incident to such office. Such board shall also appoint a suitable person, other than a member thereof, secretary of such board, shall determine his duties, and shall fix his compensation.

2 The annual meeting of said board shall be held on the first Tuesday in April at which time the board shall select its president and secretary for the ensuing year.

3 Each of such boards shall also fix a time for holding regular board meetings and shall prescribe a method for calling special meetings of such board.

**§ 867 Powers and duties of board of education.** The board of education of each of such cities shall possess the following powers and be charged with the following duties:

1 To perform any duty imposed upon boards of education or trustees of common schools under the Education Law or other general statutes or the regulations of The University of the State of New York or the commissioner of education, relating to public education so far as they may be applicable to the schools of a city of such classes and not inconsistent with the provisions of this act.

2 To appoint a qualified person other than a member thereof, superintendent of schools, and determine the salary of such superintendent.

3 To appoint from time to time, as required by law, such teachers, medical inspectors, nurses, attendance officers, janitors, and such other experts in educational work, and such other employees, as said board shall determine necessary for the efficient management of the schools, and to fix their compensation.

4 To have the care, custody and safekeeping of all school property, real and personal, except as herein provided, and to prescribe rules and regulations for the preservation and protection of such property.

5 To provide such school apparatus, maps, globes, furniture and other equipment as may be necessary for the proper and efficient

management of such schools, and also to provide free textbooks and other supplies to all the children attending the schools of such city.

6 To provide such free elementary schools, high schools, night schools, open-air schools, vocational and industrial schools, part-time or continuation schools, vacation schools, schools for the mentally and physically defective children, and schools for adults as such board shall determine necessary.

7 To provide school libraries which may be open to the public, and to establish and equip playgrounds, athletic centers, social centers, lecture courses, and reading and recreation rooms whenever financial provision shall be made therefor by the municipal authorities.

8 To determine the general courses of study which shall be given in the schools and to approve the context of such courses before they become operative.

9 To determine and adopt the textbooks to be used in the schools, upon the recommendation of the superintendent of schools.

10 To prescribe such regulations as may be necessary for the conduct of the proceedings of said board and for the general management, control and discipline of the schools.

11 To make all ordinary repairs of buildings and grounds where no single item of such repairs exceeds five hundred dollars (\$500).

§ 868 **Purchases exceeding five hundred dollars.** All supplies or material purchased for the school system, the purchase price of which exceeds five hundred dollars (\$500), shall be made by the board of contract and supply, or such other purchasing or supply agency or body authorized by the charter of each of such cities, on the recommendation and approval of the board of education.

§ 869 **Superintendent of schools.** 1 No person who is not employed as a superintendent of schools in a city in this State at the time this law goes into effect shall be eligible to the position of superintendent of schools who is not a graduate of a college approved by The University of the State of New York, and who has not had at least five years' successful experience in teaching or in the supervision of schools.

2 The superintendent of schools shall hold office for a period of six years. Charges of incompetency, maladministration or misconduct in office may be preferred in writing against the superintendent. Thereupon the board shall proceed to hear such charges and if such charges are sustained by an affirmative vote of a majority of the board, the superintendent shall be dismissed from his office.

§ 870 **Powers and duties of superintendent of schools.** The superintendent of schools in each of such cities shall possess the following powers and be charged with the following duties:

1 To enforce all provisions of law and all rules and regulations relating to the management of the schools and to be the chief executive officer of the school system.

2 To prepare an outline, and the scope of the work to be included therein, for each of the courses of study authorized by the board of education, and to submit the same to such board for its approval, and, when thus approved, to see that such courses of study are used in the grades and schools for which they are authorized.

3 To recommend to the board of education suitable textbooks to be used in the various grades and subjects taught in the curriculums of the schools.

4 To transfer teachers from one school to another, or from one grade to another.

5 To have general supervision over all the teachers employed in the schools, and over all other employees of the board of education, and to report to said board violations of regulations and cases of insubordination, and to suspend a teacher or other employee until the next regular meeting of the board, when all facts relating to the case shall be submitted to the board for determination. In such cases the accused party shall have the right to appear before the board.

6 To have general supervision and direction over the enforcement and observance of the courses of study, and the examination and promotion of pupils.

7 To have general supervision and direction over the work of all special experts employed in the school system and over matters pertaining to playgrounds, medical inspection, athletic and social center work, libraries, and all the educational activities under the management of the board of education.

§ 871 **Appointment of teachers.** 1 The principal of each school, directors, supervisors and other educational experts, shall be appointed by the board of education, upon the recommendation of the superintendent of schools, and shall hold their positions during good behavior and shall be removable for cause only, after a hearing, by the affirmative vote of at least a majority of the board.

2 All other teachers shall be appointed, on recommendation of the superintendent of schools, for a probationary period of not to exceed two years. At the expiration of such term, the superintend-

ent of schools shall make a written report to the board of education recommending for regular appointment those teachers whom he has found competent and efficient. The board of education may thereupon appoint to the teaching force of the city those teachers for whom satisfactory reports are submitted by the superintendent of schools. Thereafter, such teachers shall hold their positions during good behavior and shall be removable for cause only, after a hearing, by the affirmative vote of a majority of the board.

3 No teacher shall be appointed to the teaching force of any such city who does not possess the qualifications prescribed under the Education Law and under the regulations prescribed by the Commissioner of Education for the certification of teachers employed in the schools of the cities of the State.

4 On and after September 1, 1915, the minimum annual salary of teachers employed in all elementary schools shall be six hundred dollars and in all secondary schools one thousand dollars. The superintendent of schools shall make an annual written report to the board of education stating the names of those teachers whom he has found to be competent and to have rendered efficient service. The salary of each elementary teacher included in such report shall thereupon be increased annually in the sum of fifty dollars for each year of such employment, until the annual salary of each such teacher shall equal the sum of twelve hundred dollars and the salary of each secondary teacher shall be increased annually in the sum of one hundred dollars for each year of such employment until the annual salary of each such teacher shall equal the sum of eighteen hundred dollars.

5 A teacher whose name is not included in the report of the superintendent of schools as doing efficient work for two successive years shall be discontinued as a member of the teaching force of the city unless a majority of the members of the board of education shall vote to retain such teacher.

6 The board of estimate and apportionment of each of such cities, and in a city which has no such board, the common council, shall have authority, on the recommendation of the board of education, to increase the salaries to be paid the teachers of such city above the amount expressed in the preceding subdivision.

§ 872 **New sites and new buildings.** 1 Whenever, in the judgment of the board of education, the needs of the city require a new school building, or whenever one of the present buildings should be repaired, remodeled or enlarged, such board shall pass a resolution specifying in detail the necessities therefor, and shall estimate the



amount of money necessary for such purpose, and shall forward such resolution and estimate to the mayor and the common council.

2 Whenever, in the judgment of the board of education, it is necessary to select a new site, or to enlarge a present site, or to designate a playground, or athletic center, such board shall pass a formal resolution stating the necessity therefor and describing by metes and bounds the grounds or territory desired for each of these purposes. Such resolution, when adopted, shall be forwarded to the mayor and the common council.

3 The common council shall thereupon consider such resolutions and may call for such additional information from the board of education as appears necessary. The common council may authorize the issuance of bonds to raise funds to meet the expenses to be incurred for any of such purposes. If a bond issue is authorized for such purpose, the city authorities shall issue such bonds pursuant to the provisions of law and in the form for which bonds are issued for all city purposes.

4 The plans and specifications for repairing, remodeling, or enlarging a school building, and for the construction of new school buildings shall be prepared by the engineering department of the city. The board of estimate and apportionment may, however, obtain such plans and specifications through competition or such board may authorize the employment of an architect to prepare such plans and specifications.

5 No school building shall be constructed, no grounds shall be improved or otherwise changed, and no school building shall be remodeled, repaired, or enlarged until the plans and specifications therefor are submitted to the board of education and approved by a majority vote of that body.

6 The construction, repairing and remodeling of school buildings and the construction, repairs, purchase or improvements of buildings, sites and other property authorized under the provisions of this act and the awarding of contracts therefor shall be in accordance with the provisions of law governing the construction, repairs, and improvements of public works and municipal buildings in such city.

§ 873 **School budget.** On or before the 1st day of January in each year the board of education of each of such cities shall prepare a budget for the ensuing calendar year, of such sums of money as it may deem necessary for the following purposes, after deducting therefrom the amount anticipated in the next apportionment of schools funds from the State;

1 The salary of the superintendent of schools, of all teachers, of all professional experts, of all medical inspectors and nurses, of truant officers, of janitors, and of all other employees of the school system, appointed or employed by the board of education.

2 All other necessary incidental and contingent expenses including the ordinary repairs of buildings, the purchase of fuel and light, supplies, textbooks, repairs and purchases of school apparatus, books, furniture and fixtures, and other articles and service necessary for the maintenance, operation, and support of the school system of the city.

§ 874 **Preparation, revision, and approval of budget.** 1 The board of education shall give the mayor official notice of its meeting at which the aforesaid budget is prepared, and the mayor may attend such meeting and shall be accorded the right of inquiry into any item of such budget, and all the privileges in said meeting of the members of said board except the privilege of voting. When the board of education shall have finally determined on the statement of expenses for the items indicated in the preceding section, it shall present the same to the mayor, or the acting mayor, of the city. If the mayor, or acting mayor, approves such statement he shall sign it and immediately file it with the city clerk.

2 If the mayor disapproves the same, or any item therein, he shall within five days return such budget to the president of the board of education with his objections thereto indorsed thereon. The board shall then proceed to reconsider said budget and if five of the members of said board vote in favor of said budget it shall stand as if it had been approved by the mayor, and shall immediately be filed with the city clerk. If five of the members of said board do not vote for the adoption of such budget, it shall be modified so as to conform to the views expressed by the mayor in his objection, or the board shall present to the mayor, as in the first instance, a new budget.

3 If the mayor approves such new budget, he shall sign it and file it with the city clerk, but if the mayor does not approve any item therein he shall within three days return the same with his objections as before. The board of education shall continue to present budgets as aforesaid until the mayor's approval is obtained, or until five of the members of said board vote in favor of such budget over the mayor's objection. Such budget, when thus approved or passed, shall be filed with the city clerk. If the mayor fails to sign a statement of the budget required as herein provided, or fails to return the same with his objections thereto to the board of education within five days after its submission to him, such state-

ment shall be filed with the city clerk in the same manner as if it had been approved.

4 When such statement is finally filed with the city clerk, the common council for such city shall include in the annual tax and assessment roll for such year the amount specified in such final statement, and the same shall be collected by the city treasurer who shall credit it to the school funds of the department of public instruction.

§ 875 **School funds.** 1 Public moneys apportioned to one of such cities by the State, or belonging to one of such cities and received from any source whatsoever, and all funds raised or collected by the authorities of such city, for school purposes or to be used by the board of education for any purpose authorized in this act, shall be paid to the treasurer of such city, who shall keep the same separate from the general funds of the city and shall credit all such funds to the department of public instruction.

2 Such funds shall be disbursed by a vote of the board of education and upon written orders drawn on the city treasurer, which orders shall be signed by the superintendent of schools and the secretary of the board of education. Such orders shall be numbered consecutively and shall specify the purpose for which they are drawn and the person or corporation to whom they are payable. All purchases made under the provisions of section 868 of this act shall be paid by the board of education, after such purchases have been delivered to and accepted by such board, and when the bills therefor are submitted in itemized form and approved by the board or body authorized to make such purchase. All claims shall be audited by the comptroller.

3 It shall be unlawful for the city treasurer of any such city to permit the use of such funds for any purpose other than that for which they are authorized, nor shall such funds be paid out except on the countersignature of the comptroller. The city treasurer shall render to the board of education a monthly statement showing the amount of funds available and the specific purposes for which they may be expended.

§ 876 **Laws repealed.** Chapter ——— of the laws of ——— (here specify the chapters of all local acts or parts thereof which should be repealed to make this act effective) and all acts or parts of acts, general or special, inconsistent with the provisions of this act are hereby repealed, but such repeal shall not affect any right existing or accrued, or any liability prior to the passage of this act.

§ 877 This act shall take effect immediately.

## ATTENDANCE UPON CITY AND RURAL SCHOOLS

For many years there has been a gradual decrease in the population of the agricultural sections of the State because of the general drift of people from the country to the city. In 1880 the population of the cities of the State was less than the population of the remaining portions of the State. Since that date there has not only been a constant decrease in the population of the rural portions of the State, but the number of cities has more than doubled and the population of the cities has increased rapidly until the cities now contain 75 per cent of the population of the entire State. The population of the State is now approximately 10,000,000, about 8,000,000 of whom live in the cities and villages and less than 2,000,000 in the strictly agricultural sections. In 1880 the number of children in attendance upon the schools of the State was 1,010,887, of whom 582,436 were in the schools outside the cities and 428,451 in the schools in the cities. The number of children, therefore, in 1880 in attendance upon the schools outside the cities was 154,000 more than the number of children in attendance upon the schools in the cities of the State. During the past school year there were in attendance upon the schools of the cities of the State 1,041,524 children and there were in attendance upon the schools outside the cities 496,361 children. The number of children, therefore, in attendance upon the schools in the cities exceeds the number in attendance upon the schools outside the cities by more than one-half million. Within this period of thirty-three years the number of children attending the schools maintained outside the cities has decreased more than 86,000, while the number of children attending the schools maintained in the cities has increased more than 613,000.

## RURAL SCHOOLS MUST BE MADE THE EQUAL OF CITY SCHOOLS

Great energy is being devoted to an effort to make the country schools the equal of the city schools. There has been much legislation in recent years to effect this result. Among the laws enacted since the creation of the office of district superintendent in 1910 are these: the law providing for the retirement of teachers who have become incapacitated because of old age and the service which they have rendered; the laws extending the school term from thirty-two to thirty-six weeks; making the compulsory education law effective for the whole period schools are in session; requiring schools to

open the first week in September; making provision for the enlarged use of school buildings and school grounds and creating the machinery to organize the school as a social center; making special provision for the organization of agricultural courses in the academic schools on a par with the other courses maintained and further providing for agricultural instruction in all the common schools of the State making it possible for boys and girls living in the remote farm sections, where high schools are not maintained, to attend neighboring high schools by the State paying tuition therefor; extending the school library service with the idea of bringing the books and literature essential to the advancement of the people in the farming sections within their reach; authorizing the consolidation of weak school districts and the apportioning to the districts thus consolidated of the same amount of State funds in the aggregate which is now apportioned to the weak districts separately; and providing for the medical examination of all children attending schools, thus conserving the health of the agricultural communities and safeguarding one of their assets.

This is a long list of important legislative acts. The effect of the operation of these laws upon the efficiency of the school system is already being felt. However, to make the work of the rural school as efficient and as well adapted to the needs of the people as the city schools are, five important things must be done. These are:

1 The courses of study maintained in rural schools must be adapted to the conditions of rural life.

2 The rural school must be maintained for a period of time equal to the time that school is maintained in the city.

3 The same care must be taken to conserve the health of the child in the rural community which is exercised in the city.

4 The school buildings, grounds, and equipment of the rural school must be as adequate and as attractive as those of the city.

5 The teachers employed in these schools must be the equal in culture, scholarship, professional training and experience of the teachers employed in the city schools.

#### AGRICULTURAL EDUCATION IN RURAL SCHOOLS

New York was once the leading agricultural state in the Union. It was undoubtedly predestined that the development of the great farming states of the central west should legitimately take from her the supremacy in rank as an agricultural state which she held for so many years, and that her pride should be humiliated by the



census of 1910 by being ranked number 8 in importance as an agricultural state. Nevertheless her agricultural interests are of prime importance and are among the valuable financial and commercial assets of the State. The value of all farm property is nearly \$1,500,000,000, and the State ranks first in the value of her crops in many of the staple agricultural products.

There are two million people living upon the farms of this State. There are eight million people living in the cities and the large villages of the State. The number living in the cities will constantly increase. This condition places greater burdens and responsibilities upon the farms and those who operate them. The farms of New York must, therefore, be made more productive. To accomplish this result there must be more intelligent, scientific management in the agricultural pursuits. The question is not one which affects the rural regions only. It is a subject of State importance. If the State, in her effort to promote social justice by extending equal educational opportunity to all her boys and girls, may properly provide for their training for efficiency in the various industries established in the cities, the right, propriety, or even the duty of the State to make provision for the instruction of the boys and girls who are to assume the responsibility of the future operation and management of the agricultural interests of the State can not be questioned. Instruction in vocational and industrial courses may be given as satisfactorily in the rural schools as in the city schools. One of the great modern problems of public education is to bring the schools in close touch with the living conditions as well as the intellectual needs of the people. The school is not only to teach children the fundamentals of an education but it is to train them so that the instruction which they receive shall be of service to them when they leave school and assume their obligations of citizenship. Every school district in the farming sections of the State should be able to possess a site containing from three to five acres of ground for athletic and recreational purposes and for experimental work in agriculture. The boys from twelve to fifteen years of age who are being taught in these schools, and who form the great bulk of recruits for farm life in this State, could then be given practical education along the lines of scientific agriculture. Then potato clubs, corn clubs, and other similar clubs could be organized in every rural school. To illustrate: The pupils in a potato club could be shown how to prepare the soil for planting potatoes; they could be



A group of people attending the corn and potato exhibit at Marcy, district 1, Oneida county



Prize winners in the potato exhibit at Marcy, district 1, Oneida county





The first prize winners at the corn and potato exhibit at Marcy, district 1,  
Oneida county



Rural school exhibit of the fifth supervisory district of Steuben county,  
at the Hornell fair





shown what soil is adapted to the growing of potatoes and what fertilizer is essential; the selection of seed could be carefully determined; the planting could be done at the proper time, and the crop could be properly cultivated; the value and necessity of frequent cultivation and of rotation in crops illustrated; the crop harvested at the proper time, and the method of placing the crop in the market with the least expense and the greatest advantage to the producer could be learned. These boys would be in a position to go back upon the farms and show their fathers and others how to cultivate, grow and market a crop of potatoes. When this is done the annual potato yield in this State will not be below the average yield throughout the United States as it is now, but very much above it. The same process could be pursued in sections where corn is the principal crop. Similar experiments could be made in relation to all forms of farm products, fruit growing, etc. The girls may be interested in similar work pertaining to the home. Clubs may be formed for making bread, for canning fruit, vegetables etc. The State maintains a great State college of agriculture, an agricultural experiment station, and five schools of agriculture. These institutions are all doing research work and are making scientific experiments and producing information for the sole benefit of the farmer. This information, however, will not be of great service to the State unless there is some medium able to bring it to the knowledge of every farmer in the State, and to make of it a practical application. These illustrations are sufficient to indicate what is to be a part of the future work of the rural schools of this State. Many district superintendents are already achieving excellent results along these lines and the work is assuming large proportions. The most welcome message which comes to my desk is a photograph of the prize corn grower or the prize loaf of bread and the girl who baked it.

#### THE PLAN IN ULSTER COUNTY

Superintendent Wallace J. Andrews of the fourth supervisory district of Ulster county, has given us a description of the method by which the district superintendents of that county organized a rural school agricultural contest. His description follows:

No single educational event in Ulster county in years has met with more unanimity of interest and effort or with more gratifying results than the recent exhibit of farm and garden produce grown by the school children of the county. The need of some definite expression of the results of the study of nature study and agriculture

in the schools was met by enlisting the children of the county in a work requiring a concrete application of the information gained from this study. Superintendents and teachers felt the need of some avenue for definite expression of the nature study impulse, a need that could not be met successfully by the school itself in a way that would bring the home and the school together in a convincing manner. While the school garden offered certain possibilities, it would be looked upon by many as but another school interest. The problem was to transform the more or less indefinite nature study of the school into the realities of the home garden.

The agricultural contest was the logical solution of the problem, and the Cornell agricultural contest leaflet paved the way to this solution. The matter of suitable prizes was happily settled by the generosity of an Ulster county granger, Mr Herbert Carl of Kingston, who offered ten dollars in prizes to each of the twenty towns of the county. Inspired by the one, liberally aided by the other, and reinforced by an able committee of grangers headed by Superintendent M. J. Michael of Kingston, the district superintendents proceeded to organize the contests in the schools.

It was agreed to make the township the unit of organization as it was the unit in the distribution of prizes. The schools of each town were assigned a single product with the double object of securing a variety and of fitting the crop to the soil of the town. Each child was admitted to the contest by written application in which he pledged himself to do the work required and to abide by the rules of the contest. Each contestant was required to keep a careful record of his work during the summer, to be attested by two other persons. In order to make the exhibit productive of the greatest inspiration and most lasting benefits, each child was urged to attend personally and take his produce with him. Where this was impossible, the school was asked to send a representative number including the teacher.

Owing to inclement weather the exhibit was housed in the chemical and biological laboratories of the Kingston Academy. Much credit is due Principal Charles K. Moulton for his valuable assistance in receiving and arranging the exhibits. A great deal of interest was manifested throughout the county and the attendance, including many teachers and pupils, was large. The judges selected were members of the grange, men possessing practical and expert knowledge of the work in hand. The excellence of the children's exhibits far exceed our expectations. We asked for the best produce ever grown in the county and the results did not fall far short. After the prizes were awarded the produce, including quantities of potatoes, tomatoes, corn, and beets, was given to the Industrial Home of Kingston.

It was an enthusiastic company of parents, teachers and pupils that met in the assembly hall of Kingston Academy when Superintendent Michael read the list of prize winners and presented the

prizes to those who were there to receive them. A note of interest was sounded there that, we trust, may reach the hills and valleys of the entire county, bringing to the schools more earnest support from the farms, and to the farms more intelligent cooperation from the schools.

The grange committee has added the district superintendents to its membership and it is planned to make contests of this nature a permanent feature of the educational activities of Ulster county. Mr Carl has again offered prizes for the whole county, a public-spirited sacrifice deserving the highest commendation. The only change in the plans for next year is the substitution of field corn throughout the whole county for the variety of crops grown this year.

As a means of giving definiteness and practical application to the study of elementary agriculture in the schools, and as a cementing force between school and community interests, revealing the inherent mutuality of these interests in all things by emphasizing it at a vital point, the agricultural contest has a large place in rural education.

#### DISTRICT SUPERINTENDENTS

The district superintendents have now served a sufficient length of time to enable the State to determine upon the wisdom of its action in abolishing the political office of school commissioner and creating in its place the present professional office of district superintendent. The best evidence of the acceptability of the services which these officials have rendered is the unanimity of indorsement which such service has received from the public. The great objection to the creation of this office was the general feeling that it would be as much a political position as the office of school commissioner had been. The superintendents are entitled to the credit of having justified the action of the State in the establishment of such office. Their industry, the earnest purpose which they have shown for the accomplishment of real progress in rural education, the hard work which their constituents realize they are performing, and the noticeable improvement which has already taken place throughout the rural schools of the State, have given these officers a standing and prestige which make them a valuable instrument and a powerful factor in the proper development and adaptability of our rural schools. The work which these superintendents have inaugurated will revolutionize the country schools in a period of five years. To get the best service possible from them, they must be treated justly by the State. The State must pay them fair compensation for the services rendered. While the supervisors of the towns

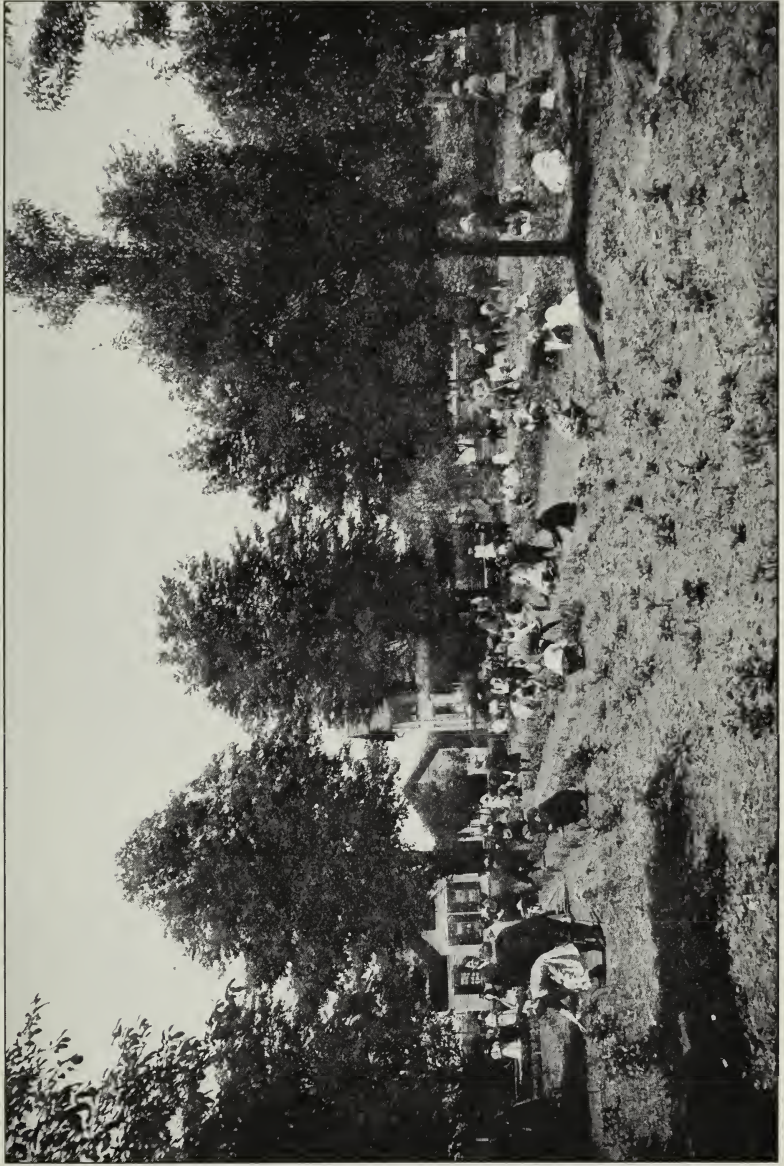
forming a supervisory district may increase the salary of a superintendent, such action has not been taken in many districts. The law fixes a definite salary of \$1200 a year to be paid by the State. These superintendents are prohibited from engaging in the work of any other profession or vocation. Their whole time must be given to the duties of their office. Sixty-two of these superintendents are college graduates, ninety-two are graduates of State normal schools, and thirty-five hold life state certificates. They have had an average teaching experience of twenty years. The salary paid these superintendents is not commensurate with the ability required and the services performed. Such salary is less than the salary paid inspectors of the Labor Department, the Excise Department, the Health Department, and the Highway Department. The State should not discriminate so unfairly against the service which it requires in the supervision of its educational interests. An expense allowance of \$300 a year on audit is allowed. This amount is insufficient to meet the actual expenses of these officers. They are required to travel among their schools and on other official matters for about one-half of the time. They are required to maintain an office for the transaction of public business. Nearly all these superintendents are required to meet part of their expenses from their own funds. This is unjust. The salary paid these officers should be sufficient to attract the best teachers and supervisory officers in the State and the allowance for expenses should be sufficient to meet the actual expenditures which a superintendent makes in the performance of his duties.

I therefore recommend that the salary of district superintendents be fixed at \$1800 a year and that the allowance for expenses be fixed at \$500 a year on audit.

District superintendents should be given the power to condemn a schoolhouse site and they should also be given the authority to issue an order directing trustees to make repairs to school buildings in such sum as may be necessary. A superintendent may order repairs to a building in the sum of \$200. This restriction should be eliminated and the amount left to the discretion of the superintendent.

The following persons have met during the year all the requirements to make them eligible to the office of district superintendent and their names have accordingly been placed on the eligible list of candidates :





The children of the training department of Brockport State Normal School planting a garden





NAME	POST OFFICE	CERTIFICATE
<b>Cayuga county</b>		
Bradley, Elizabeth L. . . . .	R. F. D. 48, Cato. . . . .	Oneonta Normal
<b>Chenango county</b>		
Smith, Clarence E. . . . .	New Berlin. . . . .	College graduate life
<b>Clinton county</b>		
Thompson, Elizabeth. . . . .	Champlain. . . . .	Plattsburg Normal
<b>Cortland county</b>		
Tyler, Arthur Ira. . . . .	Cortland. . . . .	State life
<b>Delaware county</b>		
Ferry, Charles F. . . . .	Masonville. . . . .	State life
Lincoln, Nathan E. . . . .	Walton. . . . .	College graduate life
<b>Erie county</b>		
McCormick, Burtin D. . . . .	Springville. . . . .	College professional life
<b>Essex county</b>		
Frisbie, William Henry. . . . .	Westport. . . . .	College graduate profes- sional provisional
Winch, Oliver W. . . . .	Bloomington. . . . .	State life
<b>Franklin county</b>		
Seeley, Glenn A. . . . .	Santa Clara. . . . .	State life
<b>Herkimer county</b>		
Laraway, Chester A. . . . .	Russia. . . . .	State life
<b>Jefferson county</b>		
Graves, S. F. . . . .	Adams Center. . . . .	State life
Graves, Roy B. . . . .	Ellisburg. . . . .	State life
<b>Lewis county</b>		
Richardson, Arnold L. . . . .	Turin. . . . .	State life
<b>Monroe county</b>		
Franklin, Mary J. . . . .	Scottsville. . . . .	Brockport Normal
Joyce, Charles Wellington. . . . .	Penfield. . . . .	State life
<b>Oneida county</b>		
Burhyte, Charles H. . . . .	Prospect. . . . .	State life
Nichols, Roy E. . . . .	215 Oneida st., Utica. . . . .	State life
Wolfe, Elmer C. . . . .	Durhamville. . . . .	State life
<b>Orange county</b>		
Tooker, Clarence Edward. . . . .	State Hill. . . . .	State life
<b>Rockland county</b>		
Henry C. Russell. . . . .	Dower House, Sterling- ton. . . . .	State life
<b>Steuben county</b>		
Rogers, Frederick L. . . . .	Corning. . . . .	State life
<b>Suffolk county</b>		
Matthews, P. B. . . . .	Bridgehamton. . . . .	Oswego Normal

NAME	POST OFFICE	CERTIFICATE
<b>Tioga county</b>		
Eastman, Edward R.....	Newark Valley.....	State life
<b>Wayne county</b>		
Loveless, H. S. G.....	Wolcott.....	College graduate life

### GRADE EXAMINATIONS

A brief statement of the historical development of the system of grade examinations may not only be of interest but it will show the forces which influenced the establishment of this system and the objects which it was believed would be accomplished thereunder. This system of examinations is largely an outgrowth of the influences resulting from the operation of the uniform system of examinations which was established for the purpose of determining the qualifications of teachers in the public schools. About the time when Doctor Draper was chosen State Superintendent of Public Instruction in 1884 the progressive educational workers of the State were considering plans by which there might be an open, honest, professional examination and certification of teachers. This subject had often been considered by the State Association of School Commissioners and by the State Teachers Association. At that time there was no State system for determining the qualifications of teachers. Each of the 113 school commissioners determined for himself the plan on which he should examine and license his teachers. The authorities of each city of the State also determined the basis on which they should examine and certify their teachers. It was notorious that certificates were issued quite as often upon personal grounds or political expediency as upon the fitness and qualifications of the applicant to teach. Doctor Draper made this subject a leading Department measure. He caused to be introduced into the Legislature of 1887 a bill providing for the uniform examination and certification of teachers. This bill passed the Legislature but was vetoed by Governor Hill. However, the passage of the bill by the Legislature and its veto by the Governor brought the whole question to the attention of the public. It was thoroughly discussed by the press, by educational organizations and by leading citizens throughout the State. After examining the statutes carefully Doctor Draper decided that he possessed the necessary authority, without legislation, to prescribe the regulations under which the school commissioners of the State should examine and license the teachers employed in the public schools. The question was

submitted to Attorney General Tabor who rendered a decision sustaining the opinion of Superintendent Draper. The State Superintendent did not, however, make a general order directing school commissioners to examine and license teachers under the regulations which he prescribed. He did promulgate such regulations but school commissioners were advised by him that they might act upon their discretion in the acceptance of such regulations. Sixty-nine out of 113 of such commissioners voluntarily accepted these regulations and within one year every school commissioner of the State had, on his own action, adopted the rules prescribed by the State Superintendent. This new method of examining and certifying teachers resulted in driving thousands of incompetent teachers out of the teaching service. The plan was generally regarded as one of the great reforms inaugurated by Doctor Draper during his service as State Superintendent of Public Instruction.

Another subject which was receiving prominent attention by the leading teachers of the State at that time was the establishment of a course of study for ungraded schools. There were courses of study for high schools and for the graded schools of cities and villages. These courses of study were regarded as being of great service to the schools in which they were used. It was therefore asserted that courses for the ungraded schools would exercise a like benefit upon such schools. There was at that time no guide of any character to aid the teachers in their work in the ungraded schools. There was no record in the district to show the work which a single pupil had accomplished at the close of the term. Teachers in the majority of these schools changed every term. New teachers had no means of knowing what work the children had accomplished. The pupils would generally, at the opening of each term, start at work in the beginning of their books and march over the same ground which they had traveled during the previous term. The real necessity of planning school work according to the advancement and capacity of the pupils and of employing some agency to measure the efficiency of the work which the pupils performed was recognized by the best teachers and supervisory school officers of the State. This could not be done by the great majority of teachers. Only the teacher of wide experience, of liberal education, and of broad views of the purpose of elementary education was competent to do this work. A general course adapted to the whole State was therefore necessary. The law, however, conferred upon the authorities of each district the power to pre-

scribe courses of study. The first question naturally was, How may this provision of the law be obviated and general courses prescribed for the entire State?

The uniform system of examinations prescribed for the certification of teachers by the State Superintendent had been put into operation through the voluntary action of school commissioners. It had become a successful and popular measure. The school commissioners and superintendents who had cooperated with the State Superintendent in the adoption of that plan for the examination and licensing of teachers naturally saw that a similar plan in the establishment of courses of study and in determining the promotion of pupils might be adopted upon some similar basis. There had been no friction whatever in the establishment of the uniform system of examinations for teachers and it was believed that a similar plan in the establishment of courses of study and of examinations for the ungraded schools might be put into operation under a similar movement.

Therefore, in 1889, two groups of teachers and superintendents proposed for their schools voluntary courses of study including a system of examinations. It was believed that these courses of study and examinations would encourage pupils to remain in school longer, would afford continuous study without loss of time, would provide definite and efficient instruction, would offer a rational plan to aid in the determination of promotions from grade to grade, and would afford final graduation on making the examinations set therefor. One of these groups consisted of the superintendents, school commissioners and principals in the counties of Montgomery, Fulton and Herkimer. The other group consisted of twenty-two school commissioners in the counties of Broome, Chautauqua, Chenango, Cortland, Genesee, Jefferson, Madison, Niagara, Oswego, Orleans, Queens, Seneca, Suffolk, Tioga, Tompkins, Ulster and Wayne.

The State Department had no connection with the original organization of this course of study and these examinations. The adoption of the course of study and of the grade examinations was entirely optional with local school authorities. Other school commissioners gradually became interested in the plan until the system was extended throughout the entire State. After the system had become operative, the State Department of Public Instruction was requested by the Association of School Commissioners to give that body financial assistance in meeting the expenses incurred in the



operation of this scheme of examinations. The expense was becoming considerable and in many of the school commissioner districts was paid by the school commissioner out of his salary. In some counties boards of supervisors paid the expenses of printing, etc. The State Department then began to print the questions and to accept from time to time the responsibility of other matters related to this system of examinations. There was gradually developed, therefore, a complete scheme of examinations and certification based thereon for those schools in which Regents examinations were not given.

When these examinations were first established, the Regents examinations were given in only 300 high schools and academies of the State. At that time the Regents had jurisdiction over the academies of the State and the courses of study in the academic departments of union free school districts. Advanced courses of study were maintained in the schools of many of the larger villages of the State, but these schools had not yet organized academic departments and been admitted to the University by the Regents. They were, therefore, not entitled to hold Regents examinations. It was natural enough for those associated with these schools to argue that if courses of study and Regents examinations were an aid in the development of broader work, of higher standards and of more efficient instruction in the schools in which they were used, similar courses of study and examinations would exert similar influences in the other schools of the State which could not have the advantages of Regents courses and examinations.

It should be observed, therefore, that the movement in the establishment of the grade examinations grew out of the necessity for some uniformity of standard of this kind; that it was influenced largely by the uniform system of examinations and the Regents examinations; that it was developed by the leading supervisory school officers and teachers of the State, and that its general direction and supervision was gradually but naturally forced upon the State Department.

During the past twenty-five years academic departments have been organized in the schools of all villages in the State of any considerable size. This gives to all these schools the privileges of Regents examinations. The number of high schools and academies in which Regents examinations are held has increased from 300, the number of such institutions at the time the grade examinations were first adopted, to approximately 1000. The Regents preliminary

examinations are also held in several hundred other small schools, under the supervision of district superintendents, in centers accessible to the children attending the rural schools. Regents preacademic examinations are therefore within the reach of any boy or girl who may desire to take them.

This increase of academic schools and the extension of Regents examinations has materially restricted the use of the grade examinations. Such examinations are now used almost exclusively in the schools under the supervision of district superintendents. They are also restricted to the fifth, sixth and seventh grades of such schools. They are not required under Department regulations. They are wholly optional and not a single school in the State is required to take them. They serve as a partial basis in the determination of promotions in rural schools and also in the elementary grades of some of the village schools under the Regents. It is also undoubtedly true as claimed that the use of these examinations is a force which often compels the inefficient teacher to do more thorough work. The examination paper is based upon the matter included in the Syllabus for Elementary Schools. This syllabus is the teacher's guide in the instruction which she gives to her pupils and she knows that the examination based upon what she is expected to include in her classroom instruction will reveal neglect in the presentation of matter to her class as well as her inefficiency in presenting it. The examination, properly conducted, is therefore an agency used to measure the capacity and efficiency of the teacher as well as to determine in a degree the right of a pupil to promotion. The use of these examinations is also a means of inducing many boys and girls, living in the country districts, to enter the Regents preacademic examinations and obtain credentials issued by State authority showing that they have completed the elementary school course prescribed by the State, and which entitle them to admission to a high school. By this means many children in the remote sections of the State are encouraged to look forward toward the high school and to think of and plan for advanced study.

The pupils in the fifth grade are generally from 11 to 12 years of age; those in the sixth grade from 12 to 13; and those in the seventh grade from 13 to 14. If examinations are to form a part of the basis of determining the promotion of children of these ages, the questions used therein should be prepared with great care and by

an experienced board whose members are familiar with the capacity of such young children and the work which is adapted to them. The teachers employed in the schools which use these examinations are, as a rule, those of the poorest scholarship, the least training and experience. More intelligence and skill is required in the preparation of suitable questions to test the work of the children in the grades than in the preparation of questions for any other class of pupils. District superintendents are not able to inspect schools to the extent that their contact with the schools will enable them to assume responsibility for the promotion of pupils. If the grade examinations were to be discontinued, the teachers employed in the rural schools would be compelled to assume this responsibility subject to such general direction and oversight as district superintendents might give. There are 207 district superintendents in the State and they have under their supervision about 10,500 schools, or an average of 50 schools to each superintendent. The average number of days that school is maintained in the schools under the supervision of district superintendents is 169. This affords district superintendents about three days a year on the average for each school, provided they are able to give their whole time to the inspection of schools when schools are in session. There are, however, many other duties in connection with the schools under their supervision which these officers must perform. The Department's instruction to them is that they shall devote the greater part of their supervision and inspection to their weaker schools, or to the schools which have the most inexperienced and the poorest teachers. Of course, there should be many schools under a superintendent to which he gives more than three days' attention, but there are many others which receive less than the three days' attention. The impossibility of a superintendent under these conditions sharing much of the responsibility in determining the promotion of pupils is clearly understood.

In the schools of the cities and villages examinations are given in the fifth, sixth and seventh grades. The effective organization and the qualifications of the teachers employed in the cities and villages enables the school authorities in such places to provide local examinations which the organization and teaching force in the supervisory districts can not now provide. Until the rural schools are reorganized and greatly reduced in number by consolidation, so that superintendents may devote more time to the

supervision of a single school and give greater personal direction to the work of his teachers, and until teachers employed in the rural schools possess qualifications which are the equal of the qualifications of the teachers employed in the cities and villages, it seems unwise to discontinue these examinations.

It should not be inferred, however, from what has been stated that there are no weak points in the system of grade examinations. There is one defective feature which seriously cripples the effectiveness of the whole system. If the teachers employed in the schools using these examinations are not competent to prepare examination papers, and are not competent to determine upon the promotion of pupils without direction or guidance, then it must follow that such teachers are not qualified to rate these papers and determine a standard thereon which is considered an important factor in determining the promotion of pupils. This is the weak point in the system. Many of the superintendents have organized their teachers and given them direction and assistance in the rating of the papers written in the grade examinations so that there is in such districts an acceptable standard. In supervisory districts where papers are rated by teachers without such supervision, the papers are not generally examined or read with the care and skill necessary to establish an acceptable standard. In such districts the examination falls far short of serving the purpose for which it is maintained.

#### TOWNSHIP SYSTEM

The present school district system had its origin in the law enacted in 1795. The changes in the condition of the country and the advancement in our civilization have been tremendous since that date. When schools were organized under this law, it was on the plan of associated effort. The inhabitants in settled portions of the State banded together for the purpose of maintaining a school. As the settlement and development of the country extended, new associations were organized and, under the law of 1812, school districts were formed, the entire territory of the State being organized into such districts. The simplicity of the course of study, the number of children to receive instruction and the relatively small expenditure for the maintenance of a school enabled the people of the State in these early days to maintain satisfactory schools in the plan of the school district organization. Such plan does not meet the conditions of 1914.

In this State there are 1400 school districts having an assessed valuation of \$20,000 or less. There are 4000 districts having an assessed valuation of \$40,000 or less. This means that each of these 4000 districts must depend for its financial support on ten farms with an average value of \$4000. In about one-half of these districts the average daily attendance is less than ten. It is not possible to maintain a successful school with so few children and with so little property for its support, and accomplish the results demanded of rural schools in this age. The two most essential elements in the maintenance of a school are a sufficient number of children to grade it properly and a sufficient amount of taxable property to support it without such taxation being burdensome. These two elements of school organization are being recognized throughout the entire country and for several years there has been a movement favorable to the consolidation of weak country school districts so that a greater number of children, a larger amount of taxable property, and more public funds may be brought to the support of a single school. There has been no movement in recent years looking to the improvement of the educational facilities in the agricultural sections of the State, which is of more importance than the one intended to bring about the consolidation of the weak school districts throughout the State. The law should be amended by providing that when a superintendent consolidates two or more districts the one district shall receive the same amount of State funds that it would receive if consolidated by vote of the districts.

One great injustice in the present plan is the inequality of taxation. An inequality in taxation for school purposes means an inequality in educational opportunity. School districts have been formed without reference in any way to assessed valuations. One district may have an assessed valuation of \$148,000 and an adjoining district a valuation of only \$16,000. The latter district may have as many children to educate as the former but the inequality of taxation is apparent. Then, too, some of the children residing in the weaker district may live one mile nearer the school in the other district. Why should not such children attend the school which is most accessible to them? The following information relative to the rate of taxation and the cost per pupil of maintaining schools in several towns located in different parts of the State was taken from the last annual reports of district superintendents:



COUNTY	DISTRICT	TAX RATE	COST PER PUPIL
Albany.....	13 Berne.....	.0096	\$36 20
".....	1 ".....	.0042	16 36
Allegany.....	8 Burns.....	.0074	51 29
".....	5 ".....	.0045	17 85
Cattaraugus.....	13 Franklinville.....	.0085	22 20
".....	3 ".....	.0034	15 41
Clinton.....	10 Saranac.....	.035	30 83
".....	5 ".....	.010	10 00
Cortland.....	11 Preble.....	.0123	67 44
".....	8 ".....	.0054	19 74
Delaware.....	17 Andes.....	.02	32 36
".....	12 ".....	.0081	15 51
Dutchess.....	10 East Fishkill.....	.007	39 68
".....	13 " ".....	.0023	13 37
Erie.....	1 Wales.....	.0075	38 15
".....	8 ".....	.0014	14 47
Franklin.....	18 Malone.....	.0053	27 27
".....	13 ".....	.003	6 97
Fulton.....	1 Northampton.....	.011	23 28
".....	8 ".....	.0037	13 01

Similar illustrations from other counties of the State could be taken from the official records to show that the same condition of inequality of taxation for school purposes exists in every town of the State.

For twenty-five years I have carefully studied the administration of our rural schools and have had very much to do with their management and, in the light of this experience, the best judgment which I now possess leads to the irresistible conclusion that the great improvements which should be made in our rural schools can not be accomplished until the township is made the administrative unit for the management of these schools. Until the township unit may be substituted for the school district unit, our great hope is in the consolidation of weak school districts, as authorized by the law of 1913. Within the next few years district superintendents should reduce the number of these districts from 10,500 to less than 5000. When this result is accomplished the rural schools will be able to maintain the curriculum adapted to the present needs of the sections of the State in which such schools are located and to pay salaries which will command the teachers who have the preparation and training to direct properly the work of these schools. When these

things are accomplished imagine the five thousand or less rural schools in this State, giving instruction to the boys and girls from every farm and performing the kind of service which such schools should render for a period of ten years, and then imagine what the effect would be upon our agricultural interests and upon the life of the State.

Thousands of dollars are wasted every year under the present system of collecting taxes in country school districts. Very often large sums of taxes remain uncollected; in many cases proper returns are not made; quite frequently taxes do not find their way into the treasury through the negligence of officers or for other reasons. You can appreciate the impossibility of organizing any effective kind of audit over our 10,500 school districts. The task is too stupendous to undertake. If the schools were on the basis of the township organization instead of the district organization, the town collector would collect all funds for school purposes at the same time that he collects all other taxes levied upon town property and this tax would be paid into the treasury of the school board for the town. The whole question of taxation, so far as schools are concerned, would be simplified and the inequality which now exists throughout the several towns of the State would be eliminated.

Unbusinesslike methods prevail under the present system of school administration. A town may have eleven school districts and many have more. In that town are eleven boards of trustees, each of which gives but little attention to school conditions and necessities. Each does what is absolutely necessary in order to organize the school and maintain it, and does but little more. If there could be substituted in such town one board of five or seven members, serving without pay and selected at a special town school meeting where no questions other than school matters are considered, and this one board performed the work which is now performed by eleven separate boards, the result would be the adoption of business methods, an economy of expenditure, and an increased efficiency in the management of the schools in every particular. By the substitution of this administrative unit, the compulsory attendance law could be made more effective, the chief difficulties in connection with medical inspection would be solved, the ability of superintendents to inaugurate plans for the advancement of the schools and the improvement of school property would be greatly increased by an agreement with only one board where an understanding is now required with ten or fifteen boards. An expert in agricultural work could be employed for each

town, a practical and valuable system of school libraries could be operated, the transfer of teachers from one school district to another in the same town, when local conditions made such transfer advisable, would be possible, and the adoption of textbooks could be placed upon an improved and satisfactory basis. Increased authority could safely be given to district superintendents under such a scheme of organization. Whole towns could be united and interested in the great rural problems which now confront the people in the agricultural sections. The schoolhouse would become the meeting place for social, recreational and agricultural purposes and special functions along all these lines would be provided to meet the educational necessities of the community.

There has been widespread opposition to what is generally known as the township system of schools. This is due partially to a misunderstanding on the part of the people in the rural districts as to what that system is. Many of the people believe that the adoption of the township system means that some of the powers and rights of the localities are to be taken from them and centralized in the State. No such change is contemplated under this system. All the functions now exercised by local boards in the several districts of the State would continue to be exercised by local authorities. Under the proposed plan, larger powers would be given to local authorities, but the local authority would be a larger unit. Such authority would be the town instead of a fragment of a town. When the schools of an entire town are under the business administration of a single board and that board is chosen directly by the voters of the town at a meeting called especially for that purpose, it is evident that larger powers and more authority may be placed in the hands of such a responsible body of men. We should enter upon a campaign of education on this question but we should not enter upon an aggressive campaign for the adoption of this system until the organized and intelligent farmers of the State express approval of the plan and are willing to cooperate in such a movement. If the State Grange, the State Agriculture Society, the State Conference on Taxation and the Association of District Superintendents would come to the support of this movement and would jointly cooperate with the Education Department, it is my judgment that we should be willing to undertake the labor which such a plan would involve. I have no hesitancy in saying that, after an experience of twenty-five years in rural school work, the adoption of the township system would prove to be, next to the

rural supervision plan recently adopted, one of the greatest uplifting forces in the improvement of our country schools and of rural life generally that has been put into operation since the organization of our public school system.

### INDIAN SCHOOLS

The contract with the Irving district for the instruction of the Indian children in district 1, Cattaraugus reservation, has been continued during the year with satisfactory results. It seems desirable, wherever possible, to educate Indian children in schools with white children. The advantages of such an arrangement seem to outweigh the disadvantages. The Indian children learn the English language much more rapidly under such conditions and incidentally gain much valuable knowledge of the manners and customs of white people.

Indian children are being educated under four conditions that differ materially, namely, in day schools on the reservations, in boarding schools on or near the reservations, in day schools off the reservations, in boarding schools off the reservations. Each of these plans has advantages and disadvantages. Boarding schools have the children under more perfect control and are able to train them in habits of regularity, industry and morality more efficiently than is possible in the day schools that are often hampered in their work by home conditions, short hours, irregularity of attendance and the intermittent use of English. On the other hand, the day school is more potent in its influence on the homes and has a better opportunity for developing self-reliance and training the children to meet the conditions of their environment. Possibly a combination of the two, day schools for the younger children and boarding schools on the various reservations for the older boys and girls, would best meet the conditions. Such an arrangement would make provision for industrial training that can not be effectively given in the day schools.

In relative value in educating Indian children the schools may be arranged as follows: the white day school, the reservation day school, the reservation boarding school, the nonreservation boarding school. It is questionable whether it is desirable to have Indian children go a long way from home to be educated, unless they are to remain away from the reservations. General Pratt's idea in starting the Carlisle school was to scatter the Indians and thus break up the reservations. In practice, his plan has not worked in

that way and many children educated far from their reservations have returned to an environment for which their education has not fitted them, with trades in which they can find no employment on the reservations. It seems better for the majority of the Indian children to receive their education on or near the reservations on which they are likely to spend their lives.

The Indian reservations need a complete school system, including elementary schools and an advanced school for each reservation. The elementary schools may be day schools; the advanced schools should have provisions for boarding pupils, at least through the school week. The Cattaraugus reservation has the parts of such a system but, strange to say, the parts have no proper relation to each other. Both parts are maintained by the State, one through the State Education Department and the other by means of an appointed board of managers. These parts are not properly articulated and the result is loss of efficiency. The Allegany reservation also has the two parts of what might be made an efficient school system, one part, however, under private control and working independently of the other. In both instances the work of each part overlaps the other and detracts from the educational efficiency of the whole.

The St Regis reservation has elementary schools only and there it is possible and desirable to work out a complete educational system under a single head. It requires only that a central school be organized to receive the children at the beginning of the seventh year and round out their education with emphasis upon the industrial side. This central school might properly be largely agricultural and should be a social center. All the teachers on the reservation should live in or near this central school and be transported to their schools each day. This feature would help greatly in securing and retaining teachers of the right sort.

The educational work on the reservations must extend beyond the schools. Industry must be encouraged and taught among the people generally. Agriculture is the chief reliance of the Indians because their capital is land. This capital is largely lying idle or is yielding small returns. One feature of a proper educational policy must be instruction in farming and truck gardening. The State Agricultural Department, the State College of Agriculture and the United States Agricultural Department should cooperate with the State Education Department in this work. At least one expert in practical farming should be employed to carry on the work. A fund is needed from which money may be loaned to Indians for the purchase of tools.



Educational work on the reservations is dependent in no small degree on health conditions. It is gratifying to know that recent changes in the health laws of the State are likely to result in more effective sanitary measures among the Indians.

As law and order are essential in any community, it requires no argument to show that adequate machinery for the enforcement of law must be provided on the reservations as a necessary basis for the efficient maintenance of schools. Such machinery does not at present exist on the reservations of New York and should be at once provided.

It can not be said that there is or ever has been any extravagant use of money in maintaining the common schools on the Indian reservations. In fact, the appropriations have been entirely too small to provide the necessary equipment and to secure and retain the kind of teachers the work demands. The schools should be made models of their kind, well equipped from the sanitary and social, as well as from the scholastic and industrial, standpoint. A majority of the children get all their education in these rural schools, and all of them get their first and most lasting impressions there. The State does not put a proper estimate on the value of the thirty-three common schools of the Indian reservations in the solution of its Indian problem.

The ultimate end to be kept in view in educational work on the reservations is the dissolution of tribal relations, the allotment of the land in severalty and the assimilation of the people with the white race. It should not be overlooked, however, that preparation for these events is essential. The Indians are not yet ready for citizenship and all that it implies. They still fear the white man, not wholly without cause, and cling to present conditions. It would be unwise to force a radical change at this time. Steady progress toward the goal seems to be a truer policy. The present pace is altogether too slow but it is quite possible to go too fast. The way is clearly through the path of education broadly defined and intelligently and vigorously pursued.

Indians now lack many of the elements essential to success in modern community life. They lack initiative, ambition, perseverance, judgment, standards of morality and, above all, leadership. Until these are developed the Indians can not make their way unaided in competition with the active, capable and often unscrupulous white man.

Statistics for the past year are as follows:

Number of children in reservation schools.....	819
Number of children in other schools.....	284
Number of children under 6 years of age.....	429
Number of school days in the year.....	180
Aggregate days' attendance.....	87261
Number of teachers employed.....	36
Number of school buildings.....	33

#### SCHOOLS FOR THE BLIND

The number of pupils in institutions for the blind has decreased during the year. This decrease has been chiefly in the New York institution and is largely due to the fact that the public schools of the city of New York are providing instruction for the blind. Approximately 43 per cent of the total number of blind pupils are now in the public day schools.

Provision for the education of the blind seems to be ample as the number of blind children of school age does not materially increase.

In view of the fact that music is a specialty in schools for the blind and is carried farther than in most schools, with a view to providing the blind with a remunerative occupation, it seems desirable that a high standard of work be maintained in this branch. It is suggested that an expert in the details of instruction be asked to inspect the music departments of schools for the blind and report upon their efficiency. Such reports could be made the basis of a standardization of musical courses for the blind.

#### SCHOOLS FOR THE DEAF

New York has more schools for the deaf and more deaf children in school than any other state. This is not a condition of which to boast but a situation that places great responsibility upon the State.

The kind and quality of education that is being provided for the deaf is important and deserves serious consideration. It is pleasanter to describe the excellent features of our schools but it is often profitable to note the weak spots with a view to strengthening them.

The schools for the deaf in New York may compare favorably with those of other states but it is nevertheless a fact that they are not so good as they should be. Only twenty-six pupils were graduated from the ten institutions for the deaf last year, and twenty-three were dropped from school without graduation because their time had expired. To get the full significance of these facts it is

necessary to note that a deaf child entering school at 6 years of age may remain for fourteen years and even longer. Something must be wrong with the standard of graduation, with the capacity of deaf pupils or with the instruction, when so few complete the prescribed course and so many are dropped without having completed the course because the time limit has been reached.

To understand the matter fully it is necessary to consider the standard of graduation. Upon this point we submit the statements of the principals of the schools for the deaf in answer to the question, "What is your standard for graduation?" These answers are: (1) "The prescribed course of study, a copy of which is attached"; (2) "Completion of either the high class or the eight-year course"; (3) "We have not yet introduced a standard of graduation"; (4) "The standard of graduation at present is completion of the seventh grade of the Department course; next year it will be the eighth year with some modifications"; (5) "Our own high school diploma"; (6) "Regents preliminary certificate with academic counts in English, physiology and drawing, if possible."

Two things are evident from a consideration of these answers: first, that the schools have no uniform standard and, second, that a Regents preliminary certificate is the maximum required. It is a fair inference that nearly all the schools measure the progress of pupils and test their fitness for graduation by examinations of their own and pay no heed to outside or State standards. It is clear that the standard is low, the tests inadequate and the results measured in certificates of graduation very meager.

Twelve years is long enough to spend on an elementary education for a fairly normal deaf child. If the child can be educated at all, the process ought to reach the end of the elementary stage by the end of the twelfth year in school at the longest. If the subject matter used with the hearing child must be modified, as one principal suggests, the modification should be agreed upon by the best teachers of the deaf and a uniform standard adopted.

Can a deaf child be educated on the same or similar mental diet as the hearing child? Is he educable, in an equal or equivalent sense, as is the normal hearing child? Some teachers of the deaf assert that he asks no odds in the struggle for education. The facts hardly bear out this claim. It is asking too much of a boy or girl deprived of one of the most important senses to keep pace with the fully equipped pupil. New York schools do not expect it and allow

four years more to a deaf pupil than to a hearing one for the accomplishment of the same or an equivalent result.

With this advantage, however, and with proper instruction and favorable conditions, a better showing than is indicated in the table might reasonably be expected. It may be fairly said that our schools for the deaf are not so good as they should be and do not reach so high a standard of efficiency as is desirable and possible.

The causes of the apparent shortcomings of schools for the deaf should be found and removed. Some of the principals are seeking diligently for them with good prospects of success. One of the evident causes is the anomalous method of getting deaf children into school and of maintaining them while there. This method is a relic of the time when putting children into institutions was primarily a charitable and not an educational matter. It remains as a witness to the power of inertia. In accordance with this method a child is sent to a school for the deaf as a pauper at the expense of the county. He is kept in school under these conditions until he reaches his twelfth birthday when he becomes a State charge and the State Education Department first takes cognizance of him. This procedure causes loss of time and efficiency in the educational process.

Small salaries and the consequent lack of properly educated and well-trained teachers for the work are in part responsible for the retardation of the deaf in the schools. The causes mentioned are easily removable. There are others that should be sought out by the officials of the schools and speedily remedied. New York should have the best system of schools for the deaf in the country and there are signs of a movement among progressive teachers to place it where it rightfully belongs.

Acting upon a recommendation made in our report on elementary education last year, the Legislature amended the law by providing that deaf students in attendance upon approved colleges should receive the same financial assistance from the State which is accorded blind students who are in attendance upon such colleges. For some years the State has authorized a payment of \$300 a year to a blind student who is in attendance upon an approved college. The theory is that a young person thus afflicted is so handicapped in his studies that he is entitled to special assistance from the State. The sum of \$300 is paid to him to permit the employment of an assistant to aid in the preparation of his regular work as a student. Deaf students are now entitled to receive the same financial assistance from the

State. This money is paid by the Comptroller to the college in which the student is matriculated and the college authorities employ the assistant to aid the deaf student. It was a commendable piece of legislation and enables a young person who is compelled to go through life under great disadvantages to obtain an education which will not only qualify him for serviceable occupation but which will permit him to get more pleasure out of his environment.

Provision should be made so far as possible for the education of the deaf in the public schools. This is true of defectives generally. Provision might easily be made for their education in the public schools of most cities. These children could then be home nights and therefore under parental influence and sympathy. They would also have the advantage of association with normal children. Separate institutions for the education of these children are unnecessary except in the rural regions where the number is insufficient to maintain special classes for their instruction.

Statistics for the past year are as follows:

Number of deaf children in institutions.....	1883
Number of State pupils in institutions.....	1028
Number of county pupils in institutions.....	806
Number of pupils graduated in June 1913.....	26
Number dropped without graduation (time out).....	23
Number withdrawn for economic reasons.....	73
Number in New York City day schools.....	250
Total number of deaf children in schools.....	2133

#### PRISON SCHOOLS

The number of men and women registered in the five prison schools during the year ending September 30, 1913 was 2493. The school in the Great Meadow prison has been reorganized during the year. The motive that underlies the school efforts in prisons is thus expressed by Mr Charles D. Van Orden, head teacher in the Clinton prison: "We believe there is some good in every man; that there are latent possibilities in every criminal which, if aroused, will make him a good citizen. The work of the school is to awaken and strengthen these latent possibilities." Mr Lee N. Taplin, head teacher in the Auburn prison, says: "Our aim has been to raise the standard of community life in the prison and to open the door of opportunity and encourage the men to enter." The note of optimism has been maintained and cultivated as the basis of all effort to improve prison conditions through the schools.



As in former years, reading has been made prominent in the work. The following table shows the number and character of the books read by men in the Clinton school during the past year:

Fiction .....	610
Poetry .....	202
Geographical readers .....	464
History and historical stories.....	1329
Science .....	659
Biography .....	348
Travel .....	680
Total .....	<u>4292</u>

The following books from the general library were read under the supervision of the head teacher:

History .....	143
Science .....	23
Literature .....	1133
Biography .....	61
Travel .....	11
Total .....	<u>1371</u>

It is noteworthy that only 14 per cent of the books read were fiction and 39 per cent were history and biography.

It is interesting to note a growth of interest in prison schools throughout the country. Greater attention is being given to the school question in connection with the study of the general problem of dealing with men in prison and, while the absolute accomplishment is as yet limited, the outlook for the future is encouraging.

There is nothing very dramatic or spectacular in prison school work. It is a daily round of effort with too little recognition. The men who are engaged in it and are devoting their best efforts to it should be freed from some of the unnecessary obstacles that hamper their work and prevent them from accomplishing more. It is the duty of the public to provide means for the development of a movement that is so well started and gives such promise of greater accomplishment. The prison school for adults has justified its existence and deserves support. It is an important factor in hastening the day when fewer criminals will be developed and when the convict will receive treatment by better means and with better results to himself and to society.

## DEPARTMENT EXPENDITURES

The State Comptroller in making comparisons in his annual report of 1913 (page VI) of the expenditures of the various interests and departments of the State government for the year 1912 with the expenditures for similar purposes for the year 1903 makes this statement:

the amount expended annually for education, exclusive of the fund for the support of the common schools, had grown to \$4,018,594.07 in 1912, an increase during the ten years, of more than 400 per cent

This statement is undoubtedly made on the basis of the table appearing in the Comptroller's report on pages 110 and 111, and the detailed statement on pages 30-36.

This statement and the tables and other matter in the Comptroller's report bearing upon this question are misleading. The natural inference is that the expenditures for the work under the supervision of the *Education Department*, exclusive of the funds for the support of the common schools, have increased 400 per cent in the last ten years. This is the interpretation which has been placed on the Comptroller's statement. The Comptroller does not say the expenses of the *Education Department* have increased 400 per cent within this period of ten years. The statement relates to the annual expenditure for *education*. The whole discussion of the question, however, is so associated with the *Education Department* as to leave the impression with one unfamiliar with the facts that the expenditures referred to were under the direction of the Education Department. It is not believed that it was even intended to misrepresent the Education Department but the statement has been so misunderstood that it seems necessary to refer to the subject in this report.

As the representative of the Education Department before the committee of inquiry which examined into the management of the various State departments in 1913, and as the representative of such Department before the legislative committees which have general charge of appropriations, I was required to justify the increased expenditures of the Education Department and the demand for constantly increased appropriations. Upon my request certain tables were prepared by employees of the Department to show the increase in expenditures and the purposes for which such increases were made. For the reasons stated above, and the further reason

that about 80 per cent of all expenditures by the Department are for the support of elementary education, these tables and the notes relating thereto are included in the report on elementary education. This information will then be in printed form for future reference, the public may obtain more specific knowledge of the purposes for which educational appropriations are made, and the economical administration of the affairs of the department will be shown.

The expenditures credited to the Education Department in 1903 are \$755,170.06; for 1912, \$4,018,594.07. In 1903 there were two departments in charge of the educational work of the State, the Department of Public Instruction and the Regents office. It should also be considered that in the year 1903 appropriations were made to these two departments from five different funds, namely: the common school fund, the free school fund, the United States Deposit fund, the literature fund, and the general fund. The expenditures of these two departments, exclusive of the fund for the support of common schools, for the year 1903 was \$1,476,624.54, or nearly twice the amount shown in the Comptroller's table. In the detailed statement of expenditures for education for the fiscal year ending September 30, 1912, in the Comptroller's report (pages 30 to 36) are several items, including expenditures of Alfred University, for the institutions for the blind, deaf and dumb, for the construction and equipment of the Education Building, and for the Hudson-Fulton Centennial Celebration Commission, amounting to more than \$1,469,000, which were not expended by the Education Department and over which the Education Department had no supervision or responsibility whatever. These items of expenditure were included in the \$4,018,594.07 given in the Comptroller's table as expenditures for education in 1912.

The proper basis for determining the increased appropriations for the Education Department is a comparison of the amount of the appropriations to the Department of Public Instruction and to the Regents of the University in the year 1903 with the appropriations to the Education Department in 1912. These appropriations, exclusive of the amount appropriated for the support of the common schools, were as follows:

Department of Public Instruction (1903).....	\$817 390
Regents of the University (1903).....	659 234 54
	<hr/>
Total .....	\$1 476 624 54
Education Department (1912).....	3 171 021 40
Increase of 1912 over 1903 (114 per cent).....	1 694 396 86

There are many items of expenditures in 1912 which are unusual and extraordinary as an analysis of such expenditures will show. There is one item of \$500,000 for the purchase of books for the State Library to replace those which were destroyed at the time of the Capitol fire. There is also an item of \$200,000 for furnishings for the Education Building. It will also be observed, from a study of the analysis of the increased expenditures in this respect as shown below, that such expenditures are for the development and support of large movements in public education which have been receiving attention throughout the country.

The principal items in this increase are as follows:

For restoring the State Library burned at the time of the Capitol fire .....	\$500 000
(Ch. 901, Laws 1911)	
For the construction of the Buffalo State Normal School....	100 000
(Ch. 14, Laws 1912)	
For nonresident tuition.....	285 000
(Sec. 493, Education Law)	
For furnishings for Education Building.....	200 000
(Ch. 901, Laws 1911; ch. 521, Laws 1912)	
Increase in salaries and expenses of district superintendents over salaries of school commissioners.....	200 000
(Sec. 389-390, Education Law)	
Increase in apportionments to teachers training classes.....	36 000
(Sec. 502, Education Law)	
Increases in expenditures for maintenance of normal schools, including the State Normal College, due largely to increases in salaries of teachers and general maintenance expenses due to expansion of work in such institutions.....	111 000
Increase resulting from new divisions of Education Department created by law and the transfer of other State departments to the Education Department, including State Historian, vocational education, visual instruction, and Supervisor of Public Records, between 1905 and 1912 (Figures for 1903 not available at present, owing to loss of records in Capitol fire).....	\$43 560
Increase in State Library force as result of large accessions after Capitol fire.....	16 060
Other increases for new positions authorized in appropriation bills, between 1905 and 1912.....	15 060
Increases in salaries resulting from promotions between 1905 and 1912.....	17 400
Total .....	92 080

Increase for school libraries.....	\$63 500	
(Sec. 493, Education Law)		
Increase for professional examinations, authorized by various acts of the Legislature.....	21 500	
For Capitol fire emergencies.....	15 000	
(Ch. 547, Laws 1912)		
Increase for postage, express, printing, traveling expenses, etc. between 1905 and 1912.....	37 816 86	
Teachers annuities, state institutions (Sec. 1098 Education Law), State Teachers Retirement Board (Sec. 1100-1100-b, Education Law), summer session in State normal school and incidentals .....	32 500	
	<hr/>	
Total .....		\$1 694 396 86

**Appropriations to the Education Department by the Legislature of 1913**

Total appropriations ..... \$8 013 477 28

Of this amount the following apportionments are made pursuant to statute, over which the Department has no discretion:

Support of common schools (Education Law, section 491, 492).....	\$5 250 000	
District of North Collins, special.....	825	
Academic fund, nonresident tuition, etc. (Education Law, section 493).....	600 000	
Training classes (Education Law, sec. 502)..	100 000	
Grants to libraries (Education Law, sec. 1133).	26 413 69	5 977 238 69
		<hr/>
Balance .....		\$2 036 238 59

Of this balance, the following appropriations are to outside institutions or activities:

Maintenance of normal schools.....	\$529 282 30	
Normal schools—betterments .....	50 000	
Buffalo Normal School—new building (Ch. 186, Laws 1913) .....	300 000	
Maintenance of Indian schools.....	11 558 68	
Indian schools—betterments .....	4 000	
District superintendents' salaries (Education Law, sec. 389).....	248 400	
District superintendents' expenses (Education Law, sec. 390) .....	62 100	
Teachers annuities (Education Law, sec. 1109-a) .....	10 000	
Summer sessions in normal schools.....	4 000	
State scholarships (Ch. 292, Laws 1913).....	75 000	
Onondaga reservation—new school.....	12 000	
Normal maintenance from fees.....	15 000	
Teachers retirement fund—expenses.....	800	
	<hr/>	
		1 322 140 98

Balance ..... \$714 097 61



The above statement shows that of the total appropriations to the Education Department, amounting to \$8,013,477.28, \$7,299,379.67 is paid out in apportionments for the support of schools and for outside activities. In other words, out of every dollar appropriated to the Education Department 91.1 cents is apportioned pursuant to statute for the support of schools and for outside activities and but 8.9 cents is used for salaries and expenses of the Department, including the State Library and the State Museum.

Of the balance mentioned above, \$714,097.61, the following amounts are for the State Library:

Purchase of books.....		\$29 500	
Salaries of employees			
State Library .....	\$80 420		
Library School .....	6 400		
Educational Extension .....	16 440		
Total salaries .....		103 260	
			\$132 760
Balance .....			\$581 337 61

Of this balance, the following appropriations are for the State Museum:

Expenses .....	\$12 427 38		
Salaries .....	35 640		
			48 067 38
Balance .....			\$533 270 23

The balance of \$533,270.23 represents the amount paid in salaries and used for the various expenses connected with the administrative divisions of the Department and represents only 6.6 per cent of the gross appropriations made to the Department. In other words, out of every dollar appropriated to the Education Department there is paid out in apportionments and for outside activities and for the State Library and State Museum 93.4 cents, and for salaries and expenses of the Department proper 6.6 cents.

Balance .....			\$533 270 23
Of this balance the amount paid in salaries for the administrative offices, outside of the Library and the Museum, is \$248,800, or approximately 3.1 per cent of the total appropriations .....			248 800
Balance .....			\$284 470 23

This leaves a balance of \$284,470.23 for expenses of the Education Department, or approximately 3.5 per cent of the total appropriations. Furthermore, these expenses include all the postage, printing, traveling expenses, telephone, telegraph, freight, express and cartage bills and everything of like character for both the Library and Museum.

These items are as follows:

Postage and transportation.....	\$34 000	
Printing .....	20 000	
Traveling expenses .....	15 500	
Office expenses and repairs.....	28 765 23	
Temporary services .....	18 000	
Office furnishings .....	15 000	
Visual instruction .....	10 000	
Electric current for power and lighting....	8 000	
Care and cleaning .....	75 000	
		\$224 265 23
Balance .....		\$60 205
Appropriations from receipts of professional fees to be used for expenses of examinations, including fixed salaries (see \$248,800) .....		60 205

**Comparison of appropriations of 1913 with appropriations of 1912**

Total appropriations 1913.....	\$8 013 477 28
Total appropriations 1912.....	8 346 021 40
Decrease .....	\$332 544 12

For purposes of comparison, these appropriations have been subdivided into four topics. These are

- 1 Apportionment of public moneys
- 2 Outside institutions and interests under Department supervision
- 3 Administrative purposes not including salaries
- 4 Salaries

1 *Apportionment of public moneys*

Appropriations 1913 .....	\$5 977 238 69	
Appropriations 1912 .....	5 985 000	
		\$7 761 31

This decrease is accounted for as follows:

	<i>Decrease</i>	<i>Increase</i>
Support of common schools.....		\$75 825
Cities, academies etc.....	50 000	
Training of teachers.....	25 000	
Grants to libraries.....	8 586 31	
	\$83 856 31	\$75 825
	75 825	

Net decrease ..... \$7 761 31

2 *Outside institutions and interests under Department supervision*

Appropriations 1913 .....	\$1 322 140 98
Appropriations 1912 .....	1 026 000

Increase ..... \$296 140 98

This increase is accounted for as follows:

	<i>Decrease</i>	<i>Increase</i>
Farmers institutes .....	\$7 500	.....
Normal school maintenance .....	.....	\$22 782 30
Normal school repairs.....	10 000	.....
Teachers retirement expenses.....	700	.....
Teachers annuities .....	.....	3 000
State scholarships .....	.....	75 000
Buffalo Normal School—new school .....	.....	200 000
Onondaga reservation—new school. ....	.....	12 000
Indian school maintenance.....	.....	1 558 68
	<hr/>	<hr/>
	\$18 200	\$314 340 98
	.....	18 200
	<hr/>	<hr/>

Net increase ..... \$296 140 98

3 *Administrative purposes not including salaries*

Appropriations 1913 .....	\$326 397 61
Appropriations 1912 .....	959 581 40

Decrease ..... \$633 183 79

This decrease is accounted for as follows:

	<i>Decrease</i>	<i>Increase</i>
Purchase of books.....	\$5 000	.....
Office expenses .....	.....	\$16 765 23
Care and cleaning .....	.....	75 000
Printing .....	25 000	.....
Professional examinations .....	.....	8 903 76
Traveling expenses .....	7 500	.....
Visual instruction expenses.....	5 000	.....
Special institutes and University Convocation .....	2 000	.....
Dedication of Education Building..	8 000	.....
Index to ecclesiastical records....	500	.....
Rent of temporary offices.....	15 000	.....
Funeral expenses of S. J. Abbott...	280 16	.....
Library, special .....	500 000	.....
Office furnishings .....	185 000	.....
Electric current for power and lighting .....	.....	8 000

Postage and transportation.....		\$9 000
Science Division expenses.....		2 427 38
	<hr/>	<hr/>
	\$753 280 16	\$120 096 37
	120 096 37	.....
	<hr/>	<hr/>
Net decrease .....		\$633 183 79

4 *Department salaries*

Appropriations 1913 .....	\$387 700
Appropriations 1912 .....	375 440
	<hr/>
Net increase .....	\$12 260

**Comparison of appropriations of 1913 with appropriations of 1905**

Total appropriations 1913.....	\$8 013 477 28
Total appropriations 1905.....	5 996 467 80
	<hr/>
Increase .....	\$2 017 009 48

For purpose of comparison, these appropriations have been subdivided into four topics. These are

- 1 Apportionment of public moneys
- 2 Outside institutions and interests under Department supervision
- 3 Administrative purposes not including salaries
- 4 Salaries

1 *Apportionment of public moneys:*

Appropriations 1913 .....	\$5 977 238 69
Appropriations 1905 .....	4 849 568 80
	<hr/>
Increase .....	\$1 127 669 89

This increase is made up as follows:

	<i>Decrease</i>	<i>Increase</i>
Support of common schools.....	\$1 100 825	
Cities, academies etc.....		40 000
Training of teachers.....	\$15 568 80	.....
Grants to libraries.....		2 413 69
	<hr/>	<hr/>
	\$15 568 80	\$1 143 238 69
	.....	15 568 80
	<hr/>	<hr/>

Net increase .....	\$1 127 669 89
--------------------	----------------

The amount which must be apportioned to each school or academic institution is fixed by statute and automatically increases from year to year by reason of increased school population and increased number of teachers employed.

2 *Outside institutions and interests under Department supervision*

Appropriations 1913 .....	\$1 322 140 98
Appropriations 1905 .....	678 239

Increase ..... \$643 901 98

This increase is made up as follows:

	<i>Decrease</i>	<i>Increase</i>
Teachers institutes .....	\$60 000	.....
Farmers institutes .....	10 000	.....
Indian school maintenance.....	.....	\$2 558 68
Indian education in normal schools.	1 000	.....
Indian school repairs.....	.....	1 500
Support of Indian truants.....	1 000	.....
State charitable institutions—trav- eling libraries .....	1 200	.....
Normal school maintenance.....	.....	134 282 30
Normal school repairs.....	32 000	.....
School commissioners' salaries....	113 000	.....
Miscellaneous expenses .....	3 539	.....
District superintendent salaries....	.....	248 400
District superintendent expenses...	.....	62 100
Teachers retirement fund expenses.	.....	800
Teachers annuities .....	.....	10 000
Summer sessions in normal schools.	.....	4 000
State scholarships .....	.....	75 000
Normal maintenance from fees....	.....	15 000
Buffalo Normal, new school.....	.....	300 000
Onondaga reservation new school..	.....	12 000
	<hr/>	<hr/>
	\$221 739	\$865 640 98
	.....	221 739

Net increase ..... \$643 901 98

3 *Administrative purposes not including salaries*

Appropriations 1913 .....	\$326 397 61
Appropriations 1905 .....	181 000

Increase ..... \$145 397 61

This increase is made up as follows:

	<i>Decrease</i>	<i>Increase</i>
Purchase of books.....	\$1 500	.....
State Museum expenses.....	1 072 62	.....
Office expenses .....	.....	\$16 765 23
Care and cleaning.....	.....	63 000
Postage and transportation.....	.....	16 000
Printing .....	5 000	.....



Professional examinations .....		\$40 705	
Temporary services .....		1 000	
Visual instruction expenses.....	\$10 000		.....
Traveling expenses .....		2 500	
Office furnishings .....		15 000	
Electric current for power and lighting .....		8 000	
		<hr/>	
	\$17 572 62	\$162 970 23	
		17 572 62	
		<hr/>	

Net increase ..... \$145 397 61

4 *Department salaries*

Appropriations 1913 .....	\$387 700
Appropriations 1905 .....	287 660
	<hr/>

Net increase ..... \$100 040

This increase in salaries is accounted for by the formation of new divisions, the transfer of other State offices to the Education Department and the necessary creation of new positions authorized by acts of the Legislature.

The divisions thus organized and the salaries provided were as follows:

Public Records (new division).....	\$5 980
History (State Historian transferred).....	8 400
Vocational Schools (new division).....	12 700
Visual Instruction (new division).....	9 680
Archivist, State Library.....	3 000
State Teachers Retirement Board.....	3 200
	<hr/>

\$42 960

In the State Library there have been added since 1905, 22 new positions, 12 of which were added in 1911 after the Capitol fire, when the accessioning and cataloging of new books which were being purchased in large quantities for the new Library necessitated a considerable addition to the force.

State Library ..... 16 060

Other new positions created in the various divisions since 1905 were as follows:

Commissioner's Office .....	\$900
Administration Division .....	3 280
Transferred from Care and Cleaning to Administration Division .....	7 180
Attendance Division .....	1 980
Statistics Division .....	1 200
Science Division .....	3 100
	<hr/>

17 640

All new positions, as above..... \$76 660

Net increase resulting from increase in salaries or promotions from 1905 to 1913..... \$23 380

Average increase per year..... 2 922 50

Comparison of annual salary schedules from 1905 to 1913

DIVISION	1905	1906	1907	1908	1909	1910	1911	1912	1913
Commissioner's Office.....	\$43 580	\$47 300	\$34 460	\$34 460	\$34 960	\$37 860	\$38 760	\$38 760	\$39 060
Accounts.....	6 100	4 420	.....	.....	.....	.....	.....	.....	.....
Administration.....	.....	.....	19 140	19 140	19 140	21 640	21 740	25 540	33 180
Attendance.....	5 200	5 200	5 200	5 260	5 380	5 380	5 380	5 980	6 980
Examinations.....	73 380	73 200	64 820	64 820	68 000	68 000	69 800	70 500	70 920
Inspections.....	35 700	35 700	42 300	40 500	41 500	39 100	37 900	37 900	37 900
Law.....	4 900	5 000	5 000	5 000	5 000	5 000	5 300	5 800	5 800
Records.....	5 860	.....	.....	.....	.....	.....	.....	.....	.....
School Libraries.....	6 820	5 800	5 800	5 800	5 800	5 800	5 800	5 800	6 300
Statistics.....	77 720	7 000	7 250	7 500	7 500	7 500	7 500	8 700	8 700
Libraries.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
State Library.....	.....	66 200	66 200	66 200	67 580	68 780	73 400	80 420	80 420
Library School.....	.....	6 400	6 400	6 400	6 400	6 400	6 400	6 400	6 400
Educational Extension.....	.....	14 100	13 200	13 200	14 820	15 540	15 540	15 540	16 440
Science.....	28 400	31 240	31 840	31 840	32 640	33 440	33 740	35 340	35 640
Visual Instruction.....	.....	8 480	9 380	9 380	9 380	9 380	9 680	9 680	9 680
Trade Schools.....	.....	.....	.....	.....	3 900	9 900	.....	.....	.....
History.....	.....	.....	.....	.....	.....	.....	.....	8 400	8 400
Public Records.....	.....	.....	.....	.....	.....	.....	.....	5 980	5 980
Vocational Schools.....	.....	.....	.....	.....	.....	.....	.....	12 700	12 700
Teachers Retirement Board.....	.....	.....	.....	.....	.....	.....	.....	2 000	3 200
	\$287 660	\$310 040	\$310 990	\$309 500	\$322 000	\$333 720	\$354 800	\$375 440	\$387 700

The year given at the top of these columns indicates the year in which the appropriation was made

Comparison of salary schedule of 1913 with salary schedule of 1905

FUND	1905	1913	INCREASE IN SALARIES	DECREASE IN SALARIES	NEW POSITIONS	TOTAL
Commissioner's Office.....	\$43 580	\$39 060	.....	.....	.....	.....
Accounts.....	6 100	.....	.....	.....	.....	.....
Administration.....	.....	33 180	.....	.....	.....	.....
	\$49 680	\$72 240	\$4 580	.....	\$17 980	\$22 56

These three divisions are necessarily considered together, as the Administration Division, which was formed in 1907, absorbed the Accounts Division and also took over a number of employees from the Commissioner's Office. The total under "New positions" above includes \$7420, covering positions transferred from the care and cleaning force on the occupancy of the Education Building.

Attendance..... | 5 200 | 6 980 | ..... | ..... | 1 780 | 1 780

The \$1780 given above under "New positions" includes a position at \$900 which was added by the Legislature of 1913 by mistake. The salary thus appropriated has not been used by the Department.

Examinations.....	73 380	70 920	.....	2 460	.....	.....
Inspections.....	35 700	37 900	2 200	.....	.....	2 200
Law.....	4 900	5 800	900	.....	.....	900
Statistics.....	6 820	8 700	680	.....	1 200	1 880
Science.....	28 400	35 640	4 140	.....	3 100	7 240
Records.....	5 860	.....	.....	5 860	.....	.....

This Division was discontinued in 1906. Its activities were taken up in part by the School Libraries Division.

Libraries.....	77 720	.....	.....	.....	.....	.....
State Library.....	.....	80 420	.....	.....	.....	.....
Library School.....	.....	6 400	.....	.....	.....	.....
Educational Extension.....	.....	16 440	.....	.....	.....	.....
	\$77 720	\$103 260	6 480	.....	19 060	25 540

The appropriations to the State Library, Library School and Educational Extension Division in 1905 were made under one heading. The division was made in the appropriation bill of 1906.

In the State Library there have been added since 1905, twenty-two new positions, twelve of which were added in 1911 after the Capitol fire, when the accessioning and cataloging of new books which were being purchased in large quantities for the new Library necessitated a considerable addition to the force. The amount under "New positions," \$19,060, also includes \$3000 for the State Archivist, a position established by statute.

History.....	.....	8 400	.....	.....	8 400	8 400
Public Records.....	.....	5 980	.....	.....	5 980	5 980
School Libraries.....	.....	6 300	.....	.....	6 300	6 300
Vocational Schools.....	.....	12 700	.....	.....	12 700	12 700
Visual Instruction.....	.....	9 680	.....	.....	9 680	9 680
Teachers Retirement Board.....	.....	3 200	.....	.....	3 200	3 200

These divisions have been created either by the transfer of other State offices to the Education Department or were authorized by act of the Legislature.

\$287 660	\$387 700	\$18 980	\$8 320	\$89 380	\$108 360
				8 320	8 320
		\$18 980	.....	\$81 060	\$100 040

Comparison of appropriations of 1913 with appropriations requested in the budget presented by the Education Department for 1914

FUND	APPROPRIATIONS 1913	REQUESTED APPROPRIATIONS 1914	INCREASE	DECREASE
<i>Salaries</i>				
Commissioner's Office.....	\$39 060	\$39 360	\$300	.....
Administration.....	33 180	34 140	960	.....
Attendance.....	6 980	6 080	.....	\$900
Examinations.....	70 920	78 240	7 320	.....
History.....	8 400	8 650	250	.....
Inspections.....	37 900	37 900	.....	.....
Law.....	5 800	5 800	.....	.....
Public Records.....	5 980	5 980	.....	.....
School Libraries.....	6 300	6 400	100	.....
Statistics.....	8 700	8 700	.....	.....
Visual Instruction.....	9 680	11 180	1 500	.....
Vocational Schools.....	12 700	14 500	1 800	.....
State Library.....	80 420	87 860	7 440	.....
Library School.....	6 400	7 600	1 200	.....
Educational Extension.....	16 440	16 740	300	.....
Science.....	35 640	36 040	400	.....
Teachers Retirement Board.....	3 200	3 200	.....	.....
	\$387 700	\$408 370	\$21 570 900	\$900
Total increase.....	.....	.....	\$20 670	.....
<i>Miscellaneous expenses</i>				
Visual Instruction expenses.....	\$10 000 ..	\$15 000 ..	\$5 000 ..	.....
Purchase of books.....	20 000 ..	20 000 ..	.....	.....
Medical books.....	2 000 ..	2 000 ..	.....	.....
Law books.....	2 500 ..	2 500 ..	.....	.....
Technological books.....	2 000 ..	2 000 ..	.....	.....
Books for blind.....	2 000 ..	2 000 ..	.....	.....
Traveling libraries.....	1 000 ..	6 000 ..	5 000 ..	.....
Science Division expenses.....	12 427 38	20 000 ..	7 572 62	.....
Teachers Retirement Board expenses.....	800 ..	800 ..	.....	.....
Postage and transportation.....	34 000 ..	30 000 ..	.....	\$4 000 ..
Printing.....	20 000 ..	65 000 ..	45 000 ..	.....
Traveling expenses.....	15 500 ..	33 000 ..	17 500 ..	.....
Office expenses.....	30 765 23	20 000 ..	.....	16 765 23
Indian school maintenance.....	11 558 68	14 000 ..	2 441 32	.....
District superintendents' salaries.....	248 400 ..	248 400 ..	.....	.....
District superintendents' expenses.....	62 100 ..	62 100 ..	.....	.....
Temporary services.....	18 000 ..	42 000 ..	24 000 ..	.....
Indian school repairs.....	4 000 ..	.....	.....	4 000 ..
Onondaga Indian reservation— new school.....	12 000 ..	.....	.....	12 000 ..
Annuities to teachers.....	10 000 ..	13 500 ..	3 500 ..	.....
Furniture for Education Building.....	15 000 ..	.....	.....	15 000 ..
Care and cleaning.....	75 000 ..	60 000 ..	.....	15 000 ..
Special institutes and University Convocation.....	.....	2 000 ..	2 000 ..	.....
	\$615 051 29	\$660 300 ..	\$112 013 94 66 765 23	\$66 765 23
Total increase.....	.....	.....	\$45 248 71	.....

Apportionments

	APPROPRIATIONS 1913	REQUESTED APPROPRIATIONS 1914	INCREASE	DECREASE
Grants to libraries.....	\$26 413 69	\$35 000 ..	\$8 586 31	
Training of teachers.....	100 000 ..	125 000 ..	25 000 ..	
Support of common schools.....	5 250 000 ..	5 350 000 ..	100 000 ..	
Cities, academies, etc.....	600 000 ..	1 095 000 ..	1 095 000 ..	
	\$5 976 413 69	\$7 205 000 ..	\$1 228 586 31	
<i>Normal schools</i>				
Normal school maintenance.....	\$529 282 30	\$586 000 ..	\$56 717 70	
Normal school fees.....	15 000 ..	25 000 ..	10 000 ..	
Normal school summer sessions..	4 000 ..	24 000 ..	20 000 ..	
Normal school repairs.....	50 000 ..	85 000 ..	35 000 ..	
Buffalo Normal School—new building.....	300 000 ..	50 000 ..		\$250 000 ..
Oswego Normal School—completion of building.....		40 000 ..	40 000 ..	
	\$898 282 30	\$810 000 ..	\$161 717 70	\$250 000 ..
				161 717 70
Total increase.....				\$88 282 30
<i>New items</i>				
State scholarships.....	\$75 000 ..	\$150 000 ..	\$75 000 ..	
Commissioner's expenses.....		5 000 ..	5 000 ..	
Medical inspection of schools.....		7 500 ..	7 500 ..	
Salaries of substitute teachers.....		12 000 ..	12 000 ..	
Teachers conferences.....		10 000 ..	10 000 ..	
Temporary or camp schools.....		5 000 ..	5 000 ..	
Contingency fund.....		20 000 ..	20 000 ..	
	\$75 000 ..	\$209 500 ..	\$134 500 ..	
<i>Professional examinations</i>				
(Appropriated only from fees received)				
Board of Optometry.....	\$105 ..	\$550 ..	\$445 ..	
Board of Pharmacy.....	20 000 ..	40 000 ..	20 000 ..	
Dental examinations.....	6 225 ..	17 075 50	10 850 50	
Medical examinations.....	15 490 ..	34 000 ..	18 510 ..	
Registered nurse examinations...	5 940 ..	9 300 ..	3 360 ..	
Certified public accountants.....	3 500 ..	5 000 ..	1 500 ..	
Certified shorthand reporters.....	6 675 ..	1 050 ..		\$5 625 ..
Veterinary examinations.....	270 ..	550 ..	280 ..	
Chiropodist examinations.....	2 000 ..	525 ..		1 475 ..
	\$60 205 ..	\$108 050 50	\$54 945 50	\$7 100 ..
			7 100 ..	
Total increase.....			\$47 845 50	
<b>Summary</b>				
Salaries.....	\$387 700 ..	\$408 370 ..	\$20 670 ..	
Miscellaneous expenses.....	615 051 29	660 300 ..	45 248 71	
Apportionments.....	5 976 413 69	7 205 000 ..	1 228 586 31	
Normal schools.....	898 282 30	810 000 ..		\$88 282 30
New items.....	75 000 ..	209 500 ..	134 500 ..	
Professional examinations.....	60 205 ..	108 050 50	47 845 50	
	\$8 012 652 28	\$9 401 220 50	\$1 476 850 52	\$88 282 30
To reimburse district of North Collins.....	825 ..			825 ..
	\$8 013.477 28	\$9 401 220 50	\$1 476 850 52	\$89 107 30
			89 107 30	
Total increase.....			\$1 387 743 22	

This increase is nearly all found in two items. The increase in apportionments to the schools is \$1 228 586 31  
 Scholarship fund .. 75 000 ..  
 Duplicated in supply and apportionment bills to avoid supply bill in 1915.



Apportionment of common school fund

	TOTAL APPORTIONMENT	INCREASE	APPROPRIATION TO NEW YORK CITY	INCREASE	APPROPRIATION TO OTHER CITIES	INCREASE	APPROPRIATION TO TOWNS	INCREASE
1904.....	\$3 985 500 ..	.....	\$1 282 444 77	.....	\$635 585 08	.....	\$2 067 470 15	.....
1905.....	4 025 585 87	\$40 085 87	1 313 925 ..	\$31 480 23	638 100 ..	\$2 514 92	2 073 560 87	\$6 090 72
1906.....	4 093 266 16	67 680 29	1 351 425 ..	37 500 ..	650 600 ..	12 500 ..	2 091 241 16	17 680 29
1907.....	4 386 704 85	293 438 69	1 423 025 ..	71 600 ..	665 600 ..	15 000 ..	2 298 079 85	206 838 69
1908.....	4 551 075 39	164 370 54	1 537 825 ..	114 800 ..	690 625 ..	25 025 ..	2 322 625 39	24 545 54
1909.....	4 684 729 69	133 654 30	1 632 325 ..	94 500 ..	705 950 ..	15 325 ..	2 346 454 69	23 829 30
1910.....	4 807 077 33	122 347 64	1 702 225 ..	69 900 ..	731 550 ..	25 600 ..	2 373 302 33	26 847 64
1911.....	4 918 592 66	111 515 33	1 754 533 42	52 398 42	762 119 48	30 569 48	2 401 939 76	28 637 43
1912.....	5 035 828 84	117 236 18	1 812 325 ..	57 791 58	798 182 87	36 063 39	2 425 320 97	23 381 21
1913.....	5 177 47 02	141 642 18	1 878 752 37	66 427 37	831 435 52	33 252 65	2 467 283 13	41 962 16
1914.....	5 284 879 72	107 408 70	1 923 025 ..	44 272 63	878 412 04	46 976 52	2 483 442 68	16 159 55
Total....	.....	\$1 299 379 72	.....	\$640 580 23	.....	\$242 826 96	.....	\$415 972 53

## SUBJECTS FOR IMMEDIATE CONSIDERATION

Every feature of public education which may be improved and advanced should have the careful attention of those in any way responsible therefor. There are, however, certain phases of our educational organization so defective as to demand the consideration of educational leaders and workers who are officially charged with the supervision and directions of educational affairs. It is therefore recommended that all forces interested, and which must share responsibility of leadership in these matters, be brought together at once to work for the adoption of the following measures which have been outlined in this report:

- 1 The proper legal organization of city school systems.
- 2 The adoption of the township system.
- 3 The advancement of the qualifications of teachers.
- 4 Increased salaries and expense allowances to district superintendents.

## STATE NORMAL SCHOOL AT BROCKPORT

## GRADUATES 1913

*Elementary teachers course*

Bassett, Loretta Agnes	Brockport	Hollowood, Frances Anna	Belleville
Bennett, Jessie E.	Albion	Hoose, Jessie Marion	Albion
Boughton, Oliver M.	Victor	Jefferson, Marcia Aleia	Fairport
Boyle, Marie	Lyons	Kircher, Lucile A.	Webster
Britt, Norma G.	Holley	Koster, Elmer T.	Clarkson
Burlingame, Gertrude Lewella	Fairport	Koster, Emma Dazie	Clarkson
Carter, Frances Nelvina	Walworth	Lenahan, Anna M. *	Medina
Chadwick, Lena	Albion	McCann, Agnes Mary	Bradford, Pa.
Clark, Lelia May	Brockport	McPartland, Mabel Regina	Bergen
Corbin, Mabel Augustus	Clarkson	Mallison, Edith M.	Medina
Costigan, Elizabeth Margaret	Brockport	Mattison, Bessie L.	Adams Basin
Cotter, Harriet Irene	Macedon	Morse, Beulah Margaret	Albion
D'Amanda, Clementine Charlotte	Rochester	O'Brian, Kathryn F.	Medina
Darrow, Avis H.	Brockport	Richardson, Eunice Gertrude	Albion
Dauchy, Beatrice E.	Brockport	Russell, Fanny Elizabeth	Gainesville
Delaney, Emma Mae	Albion	Ryan, Bessie M.	Gasport
Dobson, Eleanor Mary	Brockport	Simmons, Mabel Dorothy	Medina
Fuller, Mertie Emily	Lydonville	Smith, Gladys May	Spencerport
Gillmor, Evelyn Ruth	Clarkson	Timmerman, Marion Louise	Hamlin
Greene, Frances Marian	Morton	Vahue, Hazel A.	Brockport
Helfrich, Anna Agatha	Spencerport	Webster, Bertha M.	Brockport
Hendricks, Marian	Bergen	Williams, Luella Lolita	Parma
Hermance, Charlotte A.	Clarkson	Wilson, Mary Druzilla	Holley
Holahan, M. Monica	Barker		

*Rural school course*

Armstrong, Mabel B.	Brockport	McElwain, Ruth	Churchville
Engert, Ruth Alberta	Lincoln	Murray, Jean	Churchville
Finnegan, Mary Rose	Rochester Junction	Skillington, Margaret Helen	Holley
Ford, Emma Cora	Fishers	Spellman, Catherine R.	Holley
Hammond, Bessie L.	Woodville	Streeter, Faye Grace	Oakfield

## STATE NORMAL SCHOOL AT BUFFALO

GRADUATES, FEBRUARY 1913

*Elementary teachers course*

Bloomstine, Mary Madolin	Tonawanda	Long, Mabel Faustina	Buffalo
Buckley, Helen V.	Buffalo	McAnulty, Ruth A.	Buffalo
Calvert, Alice M.	Lockport	McCoach, Caroline Brownlow	Buffalo
Corridon, Margaret Mary	Buffalo	Macdonald, Isabella Marshall	Niagara Falls
Cox, Josephine	Buffalo	Mohan, Teresa K.	Portville
Daly, Genevieve May	Lockport	Rhodes, Edith V.	Clarence
Dombrosky, Mary I.	Buffalo	Schultz, Orpha Carolyn	East Otto
Eaton, Marion Eugenia	Holcomb	Seitz, Ruth Irene	Buffalo
Farnsworth, Irma E.	Oakfield	Stone, Cora Lovina	Cowlesville
Hess, Louie Marguerite	Batavia	Tillou, Sarah Alma	Orchard Park
Hubbard, Mildred D.	Cherry Creek	Ulmer, Edna L.	Irving
La Porte, Mary Frances	Buffalo	Witter, Bessie M.	Wellsville

*Kindergarten-primary course*

Flynn, Margaret M.	Allegheny	Warren, Bessie Margaret	Fruita, Col.
Mohan, Mary Elizabeth	Portville		

*Kindergarten course*

Gorges, Irene	Buffalo	Ruth, Pearl	Buffalo
---------------	---------	-------------	---------

*Household arts course*

Mugler, Lillian E. C.	Buffalo
-----------------------	---------

GRADUATES, JUNE, 1913

*Elementary teachers course*

Andrews, Stella A.	Buffalo	Fitzgerald, Catherine	Buffalo
Baker, M. Edna	Buffalo	Forsyth, Margaret	Batavia
Baker, Pauline Bertha	Tonawanda	Fraser, Mary Minerva	Buffalo
Bender, Jeanette E.	Forks	Gedeohn, Olive V.	Buffalo
Benedict, Muriel	Buffalo	Gibbs, Leona Mary	Franklinville
Bill, Rosemary	Eden	Gilray, Phyllis Averill	Buffalo
Bley, Celia M.	Hamburg	Glauber, Marie A.	Buffalo
Bliven, Sophia W.	Buffalo	Greenwood, Charlotte A.	Buffalo
Bowman, Katherine Genevieve	Falconer	Hamelman, Mary Tresa	Hornell
Brady, Anastasia	Olean	Hayes, Olive F.	Buffalo
Brown, Hazel Catherine	Buffalo	Henel, Catherine Sophie	Williamsville
Burden, Gertrude H.	Buffalo	Hill, Mary Catherine	Buffalo
Burkhardt, Elizabeth	Buffalo	Howe, Cora Elizabeth	Delevan
Burns, Mary	Buffalo	Hucker, Katharine Monique	Elma Center
Carberry, Vincent A.	Buffalo	Hufstader, Mattie L.	Springville
Chabot, Mary Mercedes	Buffalo	Hunt, H. Leigh	Hamburg
Clark, Alice G.	Buffalo	Hunter, Beulah May	Buffalo
Clark, Isabel	Buffalo	Iribacker, Eleanor Eunice	Buffalo
Colwell, Mary Elizabeth	Onoville	Johnson, Elsie Evelyn	Point Chautauqua
Corcoran, Evelyn M.	Buffalo	Judge, Josephine M.	Buffalo
Cornell, Mildred L.	Buffalo	Keicher, Ellen A.	Forks
Cowley, Florence Josephine	Buffalo	Keppel, Russell Newell	Buffalo
Cox, Grace Teresa	Buffalo	Kilcoyne, Kathleen Delphine	Portageville
Coyle, Gertrude Helen	Buffalo	Kleitzi, Eloise Irene	Buffalo
Crane, Leila B.	Addison	Klein, Nora A.	Boston
Damato, Anna	Buffalo	Knickenberg, Gertrude C.	Buffalo
Denzel, Mabel Iola	Buffalo	Kriebel, Mattie A.	Clarence Center
DeVinney, G. Herbert	Buffalo	Larkin, Margaret Ellen	Newfane
Dycer, Charlee Elizabeth	Buffalo	Lee, Ruth E.	Akron
Dymond, Sylvia Edna	East Pembroke	Livingston, John A.	Buffalo
Eastland, Christine A.	Depew	McCarthy, John Joseph	Buffalo
Elliott, Maud T.	Buffalo	McConnell, Helen Pearl	Buffalo
Englund, Amanda Kathryn	Olean	McDonnell, Arthur Joseph	Buffalo
Farrell, James Edward	Buffalo	McKay, Alice	Buffalo
Fell, Margaret	Niagara Falls	McTague, Kathleen L.	Buffalo
Felt, Colletta	Buffalo	Maher, Michael Joseph	Buffalo
Fernbach, Rose Loretta	Forks	Mazurowska, Marie M.	Buffalo
Ferry, Eva L.	Buffalo	Mikulski, Florence G.	Buffalo
Finger, Lydia W.	Olean	Miller, Grace E.	Williamsville
FitzGerland, Anna M.	Java Center	Murphy, Eunice F.	Lockport



## STATE NORMAL SCHOOL AT CORTLAND

## GRADUATES 1913

*Elementary teachers course*

Allen, Florence M.	Cortland	Long, Catherine E.	LaFayette
Andrus, Hazel Lucile	Cortland	Martin, Lena Grace	McGraw
Armstrong, Katherine Elizabeth	Corning	McCarriagher, Mary Elizabeth	Romulus
Ball, Jennie Louise	Cortland	McLaughlin, Rose E.	' Camden
Bannen, Gertrude H.	Ithaca	McPherson, Anna R.	Canastota
Barnum, Helen C.	Binghamton	McSweeney, Margaret E.	Cortland
Baum, Lucy A.	Cortland	Mignault, Cecile Eugenie	Syracuse
Bearsley, Ida E.	Cayuga	Miller, Frances Murray	Ithaca
Beatman, Bernice Fuller	Afton	Mineah, Marjorie C.	Cortland
Bell, Catharine Zoe	Cortland	Morris, Eloise C.	Solon
Bell, Olive J.	Cortland	Morse, Mildred Edith	Clayton
Bensley, Pearl R.	Barton	Mudge, Neva Pearl	McGraw
Bezio, Grace Josephine	Hogansburg	Munson, Lillia Isabelle	Cortland
Brennan, Joanna Hayes	Albany	Murphy, Jane	Cato
Brigham, Bessie Lucille	Lestershire	Myers, Sada Marian	Owego
Brigham, Grace Lenore	Lestershire	O'Brien, Ellen	Homer
Britt, Eugene D.	Fabius	O'Brien, Ellen Gertrude	Canton
Brooks, Mabel Ada	Auburn	O'Brien, Marguerite Ellen	Groton
Brotherton, Florence Lorena	Cortland	O'Hara, Ethel	Binghamton
Bryan, Arlie E.	Preble	O'Hara, Mary A.	Constableville
Burke, Agnes E.	Jamesville	O'Reilly, Helen	Syracuse
Carty, Clara T.	Homer	Perry, Wallace Lucas	Cortland
Christian, Mildred Jane	Lestershire	Powers, Winifred C.	Jamesville
Clarke, Adeline Lillie	Mamaroneck	Proctor, Nellie Veronica	Trumansburg
Colvin, Carolyn Una	Woodhull	Reagan, Ruth M.	Blodgett Mills
Costello, Mary E.	Norwich	Real, Edith	Rome
Crandall, Frances Elizabeth	Fabius	Reynolds, Alice Louise	Lestershire
Crowley, Marie Isabelle	Syracuse	Robson, Myrtice E.	Augusta
Cuykendall, Ruth Mather	Moravia	Ryan, Frank J.	Cortland
Dewey, Lena May	Candor	Ryan, Jane May	Fort Edward
Dickinson, Ethel	Weedsport	Ryan, Veronica L.	LaFayette
Dowling, Anna M.	Rome	Sarvay, Laura	Cortland
Dunn, Frances L.	Syracuse	Schermerhorn, Mary B.	Cortland
Dwyer, Helena F.	East Syracuse	Shadduck, Mary E.	Cortland
Dykeman, Kate	Wisleyville	Shanley, Margaret E.	Camden
Flynn, Lucy	Syracuse	Shaw, Marion A.	Trumansburg
Flynn, Marie Josephine	Binghamton	Sheerin, Mary	Canastota
Forshae, Bernice E.	McGraw	Slater, Katharine Green	Candor
Gates, Bertha M.	Oxford	Smith, Laura J.	Cortland
Grant, Elsie Rose	Sennett	Stark, Alice Elizabeth	Riverhead
Graves, Blanche Elizabeth	Rome	Stinard, Florence B.	Harford
Graves, Margaret Rebecca	Clayton	Strouse, Bessie Doris	Elmira
Griffin, H. Genevieve	Binghamton	Sweeney, Anna E.	Glen Haven
Haynes, Mildred Maxwell	Ballston Lake	Tallett, Azella A.	Cortland
Haynes, Twila Mae	Cortland	Thompson, Cora E.	Cortland
Hinds, Ruth L.	Cortland	Tierney, Mary A.	Syracuse
Hodskins, Marion B.	Hudson	Tozer, Mary E.	Ithaca
Holbert, Theodora Clarke	Waverly	Tucker, Jane	Homer
Hubbard, Gladys L.	Edmeston	Turner, Marie Susan	Cortland
Hull, Mildred	Berlin	Tuthill, Catherine Olive	Homer
Jennison, Helen Evangeline	Cortland	Van Duzer, Susan Sayre	Horseheads
Knapp, Carlotta A.	Auburn	Wackford, Marion Beatrice	Oxford
Knight, Florence Loena	Lodi	Wasson, Virginia F.	Watkins
Kniskern, Florence A.	Deposit	Wells, Anna Phebe	Greene
Lake, Claribel D.	Utica	Whalen, Frances K.	Auburn
Lamson, Annie Isabel	Vermontville	Whittle Zella Marguerita	Syracuse
Lanigan, Charles T.	Cortland	Willcox, Lois Velma	Cortland
Lanigan, Marie L.	Cortland	Willis, Florence J.	Lisle
Lawson, Rose A.	Syracuse	Wilson, Grace A.	Mamaroneck
Lee, Jessie L.	Montour Falls	Winter, Grace Belle	Cortland d
Leonard, Unus Ella	Harford Mills	Youmans, Mildred A.	Whitney Point

*Kindergarten-primary course*

Agan, Julia Agnes	Syracuse	Corwin, Mabelle	Cortland
Barber, Mary E.	Fort Edward	Dailey, M. Genevieve	Deposit
Barry, Gwendolyn	Flushing	Decker, Minnie B.	Waterloo
Beaty, Abby Juliette	Johnsonville	Dibble, Julia A. L.	McGraw
Boxheimer, Clara Louise	Ithaca	Downs, Hattie G.	Riverhead
Brown, Ruth M.	Georgetown	Erk, Helen A.	Elmira Heights
Burr, Ann Spaulding	Pawing	Fay, Irene M.	Clinton
Campbell, Mildred	Elkland, Pa.	Fenelon, Marietta F.	Sag Harbor
Cary, Lucie A.	Elmira Heights	Gallagher, Theresa	Oxford
Cavanaugh, Marguerite	Palmyra	Gardner, Jessie I.	Marathon
Coffin, Pauline E.	Baldwinsville	Gates, Ida May	Homer



Groff, Mattie R.  
Harding, Cora L.  
Hetchler, Hazel B.  
Krancher, Ruberta A.  
Leavitt, Annie M.  
Merrill, Ruth Cleaves  
Mullin, Mary A.  
Pattee, Hortense Josephine

Fort Plain  
Binghamton  
Franklinville  
Greenport  
Riverhead  
Lake Placid  
Syracuse  
Hudson Falls

Peet, Grace Beatrice  
Smith, Doris M.  
Sprague, Florence Tanner  
Sprague, Leah Tanner  
Tallcott, Hazel Anna  
Watrous, Edna Earle  
Wise, Mary Ethel  
Young, Jane A.

Cortland  
Palmyra  
Cortland  
Cortland  
Constantia  
Cortland  
Pompey  
Aquebogue

### *Agricultural course*

Planagan, Daniel F.  
McGraw, Edward Charles  
Miles, Warren E.

Vesper  
Truxton  
Erieville

Morrison, Maynard Milon  
Ryan, Frank J.  
Shill, Claude Edward

Canton  
Fabius  
Avoca

## STATE NORMAL SCHOOL AT FREDONIA

### GRADUATES 1913

#### *Elementary teachers course*

Anderson, Mabel Lillian  
Anderson, Mable Ellen  
Bie, Agnes Grace  
Blaisdell, Alice Mary  
Blasdel, Flora May  
Boardman, Ethel Luella  
Brightman, Estelle Martha  
Burlage, Stanley R.  
Chapman, Anna Matilda  
Cornwell, Ruth Eloise  
Corwin, Mary Leone  
Cross, Lulu Luthera  
Daley, Bessie V.  
Davis, Edith Carol  
Dibble, Alice Elizabeth  
Estrom, Leila Marie  
Farnham, Hannah Agnes  
Griffith, Ruth Margaret  
Grover, Minnie Alta  
Hankinson, Eva Louella  
Hansen, Helen Victoria  
Havens, Emma Blancher  
Hovey, Elizabeth  
Johnson, Ellen Frankie  
Johnson, Lillian Isabel  
Johnson, Margaret  
Keehn, Florence Lucile  
Keith, Nina A.  
Luke, George C.  
McFadden, Ruth Lillian  
Manni, Pauline Aleetah  
Martin, Louise S.

Brocton  
Brocton  
Forestville  
Cherry Creek  
Dayton  
East Randolph  
Mayville  
Fredonia  
Mayville  
Sardinia  
Limestone  
Sinclairville  
Dunkirk  
Fredonia  
Westfield  
Limestone  
Brocton  
Farmersville  
Binghamton  
Sinclairville  
Dunkirk  
Hornell  
Fredonia  
Sheridan  
Falconer  
Cassadaga  
Dunkirk  
Ripley  
Fredonia  
Westfield  
Dunkirk  
Fredonia

Meeder, A. Lillian  
Merker, Helena A.  
Milks, Irene B.  
Olson, Mildred Estelle  
Ostrye, Mary Ellen  
Page, Clarence Harold  
Palmer, Olive E.  
Pettit, Lucy Elenora  
Phelan, Helen Irene  
Raymond, Lola D.  
Reuter, Agnes  
Schwan, Werner  
Scott, Edna Terry  
Skinner, Aline  
Skinner, Frances Floy  
Spencer, Harriet Elizabeth  
Spencer, Julia Alice  
Smith, Hazel Roena  
Smith, William N.  
Stacy, Nina Dorothy  
Straight, Lena Pearl  
Town, Elva  
Tuttle, Susie L.  
Waite, Margaret  
Warner, Lillian Mae  
Watt, Alexandria  
Willing, Ethel Young  
Wiltsie, Daisy Mildred  
Wood, Ruth Rebecca  
Woods, Louis Earnest  
Woods, Dora Harriet

Westfield  
Westfield  
East Randolph  
Dunkirk  
Dunkirk  
Westfield  
Fredonia  
Fredonia  
Forestville  
Lily Dale  
Dunkirk  
Fredonia  
Fredonia  
Brocton  
Panama  
Cherry Creek  
Cherry Creek  
Silver Creek  
Albion  
Little Valley  
Cassadaga  
Cattaraugus  
Brocton  
Cassadaga  
Forestville  
Fairport  
Sherman  
Randolph  
Brocton  
Fredonia  
Gerry

#### *Kindergarten course*

Johnson, Elva Gladys  
Kellogg, Mary Florena

Jamestown  
Jamestown

Rogger, Mildred Annette  
Quick, Edith Frances

Dunkirk  
Titusville

#### *Kindergarten-primary course*

Bullock, Esther Caroline  
Bunce, Clara Frances  
Hoag, Florence Luella

Cambridge Sp's, Pa.  
Frewsburg  
Dunkirk

Rhodes, Auleen Bertha  
Wood, Ethel Mae

Dunkirk  
Brocton

#### *Music course*

Clapp, Ethelyn Lorene  
Clark, Martha Frances  
Crane, Irene Lillian

Ellington  
Fredonia  
Fredonia

Gould, Ethel Adelaide  
Hart, Mildred Goldberg

Fredonia  
Fredonia

#### *Drawing course*

Clapp, Ethelyn Lorene  
Crane, Irene Lillian  
Gould, Ethel Adelaide

Ellington  
Fredonia  
Fredonia

Hart, Mildred Goldberg  
Spear, Ruby Irma

Fredonia  
Brocton

## STATE NORMAL SCHOOL AT GENESEO

## GRADUATES 1913

*Elementary teachers course*

Albright, Esca L.	Webster	McGinty, Lina Anna	Nunda
Babcock, Lena F.	Prattsburg	McClure, Mabel Eliza	Middlesex
Beach, L. Viola	Dundee	MacDonell, Lura M.	Bolivar
Boylan, Edith	Arkport	MacMann, Elsie V.	Greenport
Britton, Florence	Geneseo	Marquett, Elizabeth	Rhinebeck
Broumowsky, Marie	Rochester	Marsh, Ruth Elizabeth	Nunda
Brown, Helen A.	Port Jefferson	Mannix, Abbie L.	Soneya
Chase, John M.	Geneseo	Maxwell, Nellie M.	Newport
Clapper, Eva L.	Canandaigua	Mayne, Edna Jane	Morganville
Clendenning, Sophie P	Avon	Meyers, Lora Catherine	Springville
Coleman, Ada Adell	Hilton	Miller, Charlotte J.	Penn Yan
Cocoran, Margaret Grace	Palmyra	Monahan, Frances	Olean
Craig, Esther B.	Canaseraga	Mooney, Edward Samuel, Jr.	Dansville
Crittenden, Melissa H.	Whitesville	Murphy, Hazel Frances	Salamanca
Croston, Anna	Mount Morris	Newberry, Georgia A.	Newport
Culver, Mae	Pavilion	O'Brien, Margaret	Middleville
Curran, M. Agnes	Mount Morris	O'Connor, Loretta Margaret	Cameron Mills
Curry, Helen H.	Burns	Patous, Ruby E.	Pavilion
Davis, Frank E.	Geneseo	Perkins, Maude M.	Livonia
DeMocker, Margaret J.	Nunda	Price, Pearl	Montour Falls
Diver, Ethel Mae	East Pembroke	Purdy, N. Edith	Canandaigua
Dieffenbacher, Mac L.	Geneseo	Roberts, Lena	Black Creek
Driscoll, Ella S.	Olean	Sanderson, Ethel	Elba
Driscoll, Olive C.	Olean	Schaefer, John Joseph	West New Brighton
Drumm, Elizabeth M.	Newport	Schwingel, Cleo L.	Burns
Easterbrook, Harriet Jane	Horseheads	Seager, Sarah Elizabeth	Bath
Ellison, Laura J.	Penn Yan	Skivington, Elizabeth	Mumford
Forbes, Martha M.	[Salamanca	Slattery, Martha Ellen	Atlanta
Frenzel, Clara J.	Corning	Soper, Catherine Louise	Avon
Frey, Mary Elizabeth	Corning	Stevenson, Esther	LeRoy
Fromholz, Matilda T.	Strykersville	Stoll, Cora D.	Machias
Geise, Margaret A.	Olean	Stoll, Elizabeth	Machias
Gibbs, Lutie Clark	Livonia	Sullivan, Helen	Baldwinsville
Groden, Bertha H.	Penn Yan	Sutton, Marjorie M.	Dundee
Hall, Caroline Parks	Geneseo	Swanson, Marion E.	Mount Morris
Hall, Margaret	Geneseo	Tenbrook, Harriett A.	Wayland
Halloran, Helen J.	Canisteo	Thomas, Mildred L.	Filmore
Harman, Katherine K.	Interlaken	Thompson, Maud E.	Warsaw
Harris, Bessie D.	Sag Harbor	Tuck, Florence M.	Clyde
Hays, Maude L.	Wyoming	Turner, Carrie	Allegany
Hawley, Neta K.	Canandaigua	Tuthill, Maude	Southampton
Hazen, Helen Gertrude	Livonia	VanOrsdale, Jennie L.	York
Hickey, Kathleen Helen	Addison	Vickland, Ellen Elizabeth	Wellsville
Houghton, Gertrude L.	Olean	Walsh, Alice C.	Mount Morris
Howes, Merle	Wyoming	Walsh, Mary Louise	Salamanca
Jeffery, Edna Isabel	Palmyra	Weller, Maude	Mount Morris
Keeler, Delaphine	Cohocton	Wellman, Anna L.	Pavilion
Kipp, Mary E.	Penn Yan	Werner, Alfred Cox	Geneseo
Launt, Annabel	Sidney	Werner, Myrtle Adella	Nunda
LeGro, Ella	Savona	Wolf, Marguerite B.	Dansville
Locker, Mary E.	Greenport	Wyman, Beulah A.	Darien Center
Mattice, Ida May	Bath		

*Kindergarten-primary course*

Bussell, Margaret Gilmore	Olean	Jaffray, Margaret B.	Rochester
Carroll, Gertrude	Hornell	McIntyre, Sylvia Louise	Hornell
Chapman, Hazel Bliss	Penn Yan	Nelson, Susannah C.	Coudersport, Pa.
Dolphin, Kathleen	Kane	Scotfield, Ellen L.	Allegany
Donley, Mariam Lucile	North Cohocton	Sutherland, Pearl	Caledonia
Geer, Lois P.	Irondequoit	Taber, Ruth Christianna	Bradford, Pa.
Gilman, Janet	Mount Morris	VanKirk, Amy A.	Waterloo
Haire, Laurette	Hornell	Ward, Elizabeth Lane	Hammondsport
Heath, Elsie May	Avon	Wells, Annette Eliza	Avoca
Hopper, Hazel Emma	Hornell	Winchell, Grace Ruth	Clyde
Ingalls, Helen Marguerite	Hornell	Zimmer, Harriett T.	Hammondsport

*Kindergarten course*

Jones, Jennie Quinby

Henrietta

*Teacher librarian course*

Alger, Evelyn  
Babel, Estelle Catherine

Honeoye  
Olean

Farrell, Mary Therese  
Moran, Julia Louise

Macedon  
Avon

## STATE NORMAL SCHOOL AT NEW PALTZ

## GRADUATES 1913

*Elementary teachers course*

Allen, Elizabeth	Port Washington	Jacobi, Marguerite	Philmont
Allen, Julia P.	Peekskill	Jaconsen, Ethel M.	Mahopac
Anderson, Alice	Cold Spring	Jessup, Phebe D.	Florida
Apkes, Emma A.	Schenectady	Ludlam, Martha S.	Hewletts
Baily, Emma K.	New Paltz	McDonough, Anna A.	Cold Spring Harbor
Beck, Irma E.	Sag Harbor	McGuirk, Mary A.	Cold Spring
Beers, Edith M.	Harrison	Mauro, Carmela M.	Gloversville
Benson, Florence M.	Highland	Maxwell, Anna E.	Yonkers
Bowman, Cornelia	Clinton Corners	Mengel, Jennie E.	Newburgh
Brough, Lillian N.	Brooklyn	Miller, Veronica	Highland Falls
Brown, Gertrude S.	Gouverneur	Minihan, Mary E.	Poughkeepsie
Brown, Vera M.	East View	Muldowney, Rosamond H.	Poughkeepsie
Bull, Elizabeth A.	Goshen	Murphy, Edith	Port Jervis
Burnett, Elizabeth	Montgomery	Newell, Ruth B.	Gouverneur
Campbell, Luella E.	Newburgh	Nichols, Cornelia R.	Peekskill
Cheshire, Harriet E.	Bayville	Nicklin, Blanche	Marlborough
Clarke, Mary A.	Tompkins Cove	Nielsen, Pearl E.	Mount Vernon
Cocks, Alice	Poughkeepsie	O'Reilly, Agnes M.	Poughkeepsie
Cooke, Madelene M.	Poughkeepsie	Peattie, A. Estelle	Fishkill-on-Hudson
Covert, Myra E.	West Park	Powell, Anna M.	Amityville
Dalton, Anna G.	Goshen	Pugh, Carolyn A.	Mount Kisco
Decker, Ethel	Highland	Relf, Elsie A.	Poughkeepsie
Dolson, Guy C. B.	New Paltz	Rice, Lottie	Rock Hill
DuBois, Nellie A.	New Paltz	Riley, Lillian R.	Newburgh
Easton, Ruth G.	Gouverneur	Rogers, Mae C.	West Point
Farrell, Anna M.	Highland Falls	Rogers, Mary V.	Newburgh
Fleming, Mary E.	Rosendale	Russell, Lulu M.	Matteawan
Fletcher, Edna F.	Brooklyn	Ryan, Emma H.	Newburgh
Foley, Theresa H.	Newburgh	Ryan, Kathleen A.	Peekskill
Fredd, Mabel E.	Ellenville	Schopper, Christiana L.	West Point
Gemmill, Ruth	Middletown	Smith, Abby K.	Patchogue
Gerken, Theresa F.	North Tarrytown	Smith, Fanny W.	Hastings-on-Hudson
Ginsburg, Rose	Kingston	Smith, Lillian M.	Poughkeepsie
Hallenbeck, Eva M.	Hudson	Somerest, Ethel	Walden
Hallock, Marguerite	Patchogue	Spencer, Marguerite	Gouverneur
Harris, Marjorie	Staatsburg	Stickel, Ruth	Kingston
Hays, Lila M.	Walden	Stone, Mildred F.	Delhi
Hazard, Genevieve	Sag Harbor	Teehan, Mary M.	Mamaroneck
Healey, Cecilia L.	Kingston	Torrence, Hattie J.	Highland
Hedges, Clara B.	Patchogue	Townsend, Mabel E.	Stanfordville
Herbert, Ethel C.	Peekskill	Traviss, Florence	Claverack
Holmes, Viola S.	Walden	Webb, Bertha F.	Rocklet
Hoyt, Mildred S.	Matteawan	Weed, Miriam H.	Patchogue
Hyndman, Elizabeth J.	Newburgh	Weeks, Nona M.	Kingston
Illensworth, Estelle	New Paltz	Wheeler, Marion E.	Bronx Manor
Inglee, Emma G.	Amityville	Wilson, Ellen P.	

*Kindergarten-primary course*

Berg, Matilda L.	Tillson	MacCallin, Mattie J.	Dutchess Junction
Boyd, Florence W.	Otisville	Mellert, Myrtle	Rosendale
Burnett, Edith M.	Montgomery	Mitchell, Jessie A.	Fort Washington
DeWitt, Bessie L.	New Paltz	Palmer, Beatrice C.	Millerton
Ennis, Kate R.	Stony Brook	Russell, Madelon	Tarrytown
Graves, Jessie D.	Watertown	Smith, Florence M.	Port Washington
Ketcham, Ruth	Northport	Winkelmann, Hilda M.	Highland Falls
Leonard, Ethel V.	Tarrytown		

## STATE NORMAL SCHOOL AT ONEONTA

## GRADUATES 1913

*Elementary teachers course*

Arnold, Sarah	Dolgeville	Luce, Dorothy M.	Oneonta
Barber, E. Olive	Corinth	McDonald, Ethel D.	Cooperstown
Batty, Anna G.	Schaghticoke	McMahon, Elizabeth C.	Utica
Belknap, Agnes L.	Hancock	McNeilly, Helen D.	White Plains
Bennett, Arthur T.	White Plains	McRorie, Vera A.	Milford
Benson, Flossie M.	Wassaic	Mackey, Estelle M.	Meridale
Blend, Ethel K.	Oneonta	Marsh, Ella M.	Oneonta
Bowen, Helen A.	Saratoga Springs	Maxted, Eugenia S.	Springfield Center
Bradbury, Sarah H.	Binghamton	Merriman, Letha I.	Wells Bridge
Brandt, Edna C.	Utica	Miller, C. Louise	Cleveland, O.
Bronson, Grace W.	Oneonta	Molineux, Mildred	Middleville
Brostrom, Ruth I.	Hagaman	Moody, Helen M.	Saratoga Springs
Burch, Naomi C.	Hartwick	Morgan, Winifred L.	Granville
Cain, Cora B.	Richmondville	Morrell, Mercedes G.	Syracuse
Campbell, Vesta H.	Milford	Muldowney, Margaret F.	Saratoga Spa
Carney, Anna E.	Ilion	Myers, Ida H.	New Lisbon
Carroll, Marie A.	Hamilton	Nestle, Mary E.	Fort Plain
Casey, Agnes N.	Smithville Flats	Noonan, Margaret	Schenevus
Castle, Mabel C.	Bartlett	Nugent, Katherine C.	Oneonta
Cleaver, Ella J.	Schuylerville	Osborn, Ruth B.	Milford
Conboy, Elizabeth	Utica	Osborne, Kathaleen I.	North Creek
Cooper, Florence E.	Adams	Palmiter, Ruth L.	Brookfield
Crosby, Mertle L.	Utica	Park, Gertrude D.	Saratoga Springs
Cummings, Doris J.	Bayonne, N. J.	Patterson, Helen E.	Port Jervis
Cummings, Edith M.	Oriskany Falls	Pine, Florence L.	Walton
Davis, Lulu B.	Herkimer	Ramsey, Marguerite C.	Luzerne
Dickinson, Bessie M.	Guilford	Riley, Loretta T.	Valley Falls
Eastman, Kathryn B.	Fort Ann	Rogers, Minnie E.	Binghamton
Erka, Sophia C.	Edmeston	Rooney, Katherine M.	Binghamton
Farrar, Grace E.	Warrensburg	Roth, Louise	Varysburg
Field, Edith	White Plains	Schied, Marie L.	Utica
Fitzgerald, Gertrude M.	Bouckville	Seaman, Catherine R.	Unadilla
Fletcher, Mary E.	Shavertown	Seufert, Katharine	Utica
Fullem, Margaret E.	Frankfort	Sewell, Ruth M.	Oneonta
Gile, Nellie A.	Oneonta	Seymour, Georgianna M.	Oneonta
Goodenow, Anna L.	Utica	Sherburne, Adelaide B.	So. New Berlin
Goodman, Kathleen J.	Warrensburg	Sherman, Beulah C.	Corinth
Graham, Lillian B.	Andes	Siltz, Beatrice W.	Port Chester
Grant, Helen G.	Delhi	Simpson, Amy A.	Brooklyn
Greene, Edna M.	Palmer	Smith, Grace W.	Sherrill
Gunning, Mary K.	Ticonderoga	Smith, Leona M.	Oneonta
Gustin, Grace E.	Oneonta	Spicer, Florence B.	Richmondville
Hansman, Martha E.	Schaghticoke	Stanton, Anna M.	Granville
Hardin, Ethyl L.	Schenectady	Strickland, Delia	Binghamton
Harford, Carrie M.	Sidney	Taylor, Helen A.	Schenectady
Harrington, Sarah E.	Gilbertsville	Toles, Ethel G.	Gilbertsville
Hatcher, Laura L.	Oneonta	Tompkins, Helen G.	Oneonta
Helmer, Laura B.	Herkimer	Tooker, Emily	Port Jefferson
Heydtmann, Gertrude H.	Oneonta	Towt, Elizabeth J.	Nyack
Higby, Nellie B.	Middleville	Towt, Mary V.	Nyack
Higgins, Bertha M.	Greenwich	Traver, Inez M.	New Berlin
Higgins, Elizabeth A.	Greenwich	Turner, Ida M.	Melrose
Hodges, Dorothy L.	Gansevoort	Vandusen, Jessie M.	Fergusville
Hoke, Mary J.	Cooperstown	Vandyke, Ruth L.	Cornwallville
Horn, Emily H.	White Plains	Vanhorne, Evelyn H.	Sidney
Howell, Josephine T.	White Plains	Verplanck, Helen E.	White Plains
Hubbell, Ida A.	Roxbury	Waldo, Ethel M.	Rome
Jeffery, C. Rachel	Trumansburg	Walthart, Ethel M.	Callicoon
Jencks, Rachel	Ilion	Weber, Adelaide	Orange, N. J.
Jones, Claudia E.	Remsen	Wells, Mary A.	Newport
Jones, Lillian W.	Utica	Werdge, Amelia M.	Utica
Joynt, Ruth A.	Rome	West, Ada E.	Glens Falls
Keays, Beulah	Warrensburg	Wheeler, Mabel B.	Clinton
Kehoe, Mary V.	West Winfield	White, Marie E.	Rye
Kelley, Jane I.	Witherbee	Wilcox, Allie M.	Worcester
Kelly, Hannah E.	Corinth	Wilcox, Madge R.	Oriskany Falls
King, Dora I.	Clayville	Williams, Marietta	Granville
Kinsella, Elizabeth M.	Utica	Williams, Ruth M.	Remsen
Kirk, Mary E.	Clinton	Wright, Elizabeth T.	Worcester
Krom, Alice	High Falls	Wykes, Frances E.	Otsego
Lantry, Alice F.	Kingston	Yokey, Blanche M.	Vernon
Loomis, Rhetta R.	Burlington Flats		



*Kindergarten-primary course*

Brown, Helen E.	Leonardsville	Medbury, Anna B.	New Berlin
Cornish, Marion F.	Carmel	Miller, Helene R.	Oneonta
Dersey, Laura F.	Rome	Mitchell, Edith M.	East Meredith
Gillen, Winifred E.	Lyons Falls	Phelps, Bessie	South Edmeston
Grinnell, Gladys E.	Broadalbin	Riley, Edith M.	Oneonta
Hallenbeck, Maude L.	Fort Chester	Staley, Marjorie	Dolgeville
Hopkins, Ina I.	Oneonta	Stilson, Ida	Delhi
Hunter, Elizabeth W.	Johnstown	Swift, Ruth M.	Mohawk
Jones, Catharine A.	Utica	Wells, Ruth H.	Oneonta
Jones, Vera N.	Poland	White, E. Irene	Taberg
Kittell, Olive C.	Kinderhook	Wilson, Mae R.	Oneonta

## STATE NORMAL SCHOOL AT OSWEGO

GRADUATES, JANUARY 1913

*Elementary teachers course*

Bidinger, Margaret Anna	Syracuse	Murray, Gertrude Regina	Fishkill-on-Hudson
Carpenter, Marcia Nora	Oswego	O'Hara, Anna Mae	Oswego
Connelly, Vivian Frances	Fulton	Owens, Emma Mary	Oswego
Crahan, Bernadette Annette	Fulton	Park, Bessie	Wolcott
Crowley, Daniel	East Florence	Randall, Alice Louise	Liverpool
Haralla, Anthony T.	Oswego	Scheutzow, Evelyn Josephine	Oswego
Hitt, Mildred A.	Central Square	Sculley, Francis Marie	Oswego
Ingalls, Corinne Matilda	Oswego	Terry, Margaret Josephine	Stamford
Keefe, Abram Charles	Oswego	Travis, Eva Pearl	Herkimer
Loos, Helen Wilson	Walton	White, Pearl S.	Norwich
Mack, Agnes Catherine	Oswego		

*Kindergarten-primary course*

Bliss, Ethel Van Derveer	Baldwinsville	Jenkins, Josephine Emma	Adams
Burr, Minnie Louise	Oswego	Law, Charlene Adelle	Manlius
Hack, Marjorie Bertha	Syracuse	Nester, Irene Estella	Geneva

*Manual arts course*

Sylvester, Harold Dexter	Fulton
--------------------------	--------

GRADUATES, JUNE 1913

*Elementary teachers course*

Allis, Majorie May	Rye	Pinnegan, Marie Elizabeth	Newcomb
Archer, William Earl	Lowville	Galloway, Ruth	Yonkers
Aylesworth, Ada Lucille	Fulton	Gardner, Beatrice Sturtyvant	Westtown
Bannon, Anna Catherine	Copenhagen	Gleason, Katharine	Oswego
Barber, Leah	Jordan	Green, Elizabeth Kathryn	Fayetteville
Blakeslee, Inez Clarissa	Canisteo	Groat, Isabel Margaret	Oswego
Boylan, Agnes Mary	Oswego	Hamlin, Bessie May	Liverpool
Brown, Dorothy	Elbridge	Hawkins, Agnes Marie	Oswego
Bunker, D. Leon	Oswego	Heacock, Laura E.	Gloversville
Byrne, Ethel Isabel	Oswego	Hendley, Mary Chelsey	Camden
Carroll, Helen Marion	Oswego	Hilbert, Sophie Elizabeth	Oswego
Cavanaugh, Jennette L.	Ogdensburg	Holley, Geraldine Louise	Mexico
Chard, Jessie Beatrice	New Hartford	Hunt, Marguerite Louise	Oswego
Cochrane, Harriette S.	Oswego	Hutchinson, Alice Josephine	Oswego
Cole, Bertha Emily	Syracuse	Kiley, Jessie Louise	Baldwinsville
Coppernoll, Olive Ruth	Oswego	King, Florence Christina	Oswego
Corrigan, Katharine Marie	Oswego	Loftus, Laura Victoria	Oswego
Crimmins, Anna Alice	Harrisville	Lynch, Grace Elizabeth	Fulton
Davis, Ethel Florence	Middletown	Lynch, Kathryn	Ogdensburg
Denton, Estelle P.	Oswego	Mallory, Iris C.	Walton
Dewey, Susie Adelaide	Peekskill	McBride, Alice Isabelle	Utica
Deuel, Mabel Etta	Barnevelt	McCarthy, Kathleen Marie	Baldwinsville
Donahue, Helen Louise	Oswego	McCollum, M. Marie	Fulton
Dowd, Elizabeth Cecil	Rome	McCrislin, Marie A.	Oswego
Drumm, Mary Louise	Oswego	MacDonald, Camilla Leona	Mount Kisco
Dunn, Irene Elizabeth	Rome	McKinstry, Marietta Van Denmark	Oswego
Eckes, Doraetta	Yonkers	McPeak, Anna Marie	Jordan
Eddy, Jessie Gertrude	Richland	Moore, Ruth Grinnell	Utica
Farley, Lucy	Oswego	Maroney, Genevieve Louise	Oswego
Farmer, Florence C.	Mexico	Maroney, Helen J.	Port Byron



Maroney, Margaret Elizabeth	Auburn	Shea, Ethel Marie	Oswego
Nelson, Ruth Amy	Fulton	Sinclair, Anna Laura	Lysander
Northrop, Hazel E.	Oswego	Slauson, Nina Ella	Oswego
O'Brien, Anna Josephine	Utica	Smith, Estella Mary	Vernon Center
O'Connor, Alice Elizabeth	Oswego	Smith, Gladys Sarah	Vernon Center
O'Grady, Marie	Oswego	Smith, Mabel Leonora	Clyde
O'Reilly, Estella D.	Camillus	Smith, Mercy	Fonda
Parsons, Edith Moffatt	Roxbury	Somers, Florence Wilkins	Belgium
Parsons, Helen F.	Marcellus	Stebbins, Rena Catherine	Williamson
Pease, Ruth Elizabeth	Oswego	Stewart, Elsie M.	Baldwinsville
Peterson, Hilda Marie	Dobbs Ferry	Stone, Frederick Losee	Syracuse
Powell, Elsa Julia	Blossvale	Tiby, Mary Josephine	Syracuse
Raby, Margaret Mary	Oswego	Tidnam, Alice Blanche	Yonkers
Raynor, Charlotte Elizabeth	West Hampton Beach	Van Wie, Marion Babbitt	Randall
	Phoenix	White, Greta Frenchon	Walton
Remington, Stella	Durhamville	Whitney, Olive Clara	Oswego
Robbins, Harriet Frances	Oswego	Whittemore, Sadie E.	Fulton
Robinson, Florence Adelaide	Hamsville	Wiesner, Dorothy Emma	New York
Rogers, Marie C.	Fulton	Wilcox, Harriet Mae	Fulton
Schneider, Ruth Margaret	Oswego	Wood, Alice Vera	West Martinsburg
Schutt, Florence Alta	Kingston	Woods, Eugenia Beatrice	Oswego
Shalibo, Teresa Elizabeth	Union Springs	Wright, Bertha Harriette	Oswego

### *Kindergarten-primary course*

Allen, Lois Bell	Oswego	Ostrom, Nenah Belle	Oxford
Crane, Ellen Elizabeth	Oswego	Sheffield, Ruth Mary	Fort Plain
Dullea, Mary Lianda	Massena Springs	Simonson, Grace May	Lynbrook
Hayes, Edith Mae	Solvay	Stanton, Hazel Olive	Oneida
Johnson, Alice Marie	Little Falls	Wagner, Julia D.	Fort Plain
Leahy, Anna Loretto	Little Falls	Williams, Ruth Eveline	Syracuse
Moran, Minnie Elizabeth	Fort Hunter	Wood, Genevieve	Middletown

### *Kindergarten course*

Austin, Elizabeth Graham	Utica	Jenne, Marion Ruth	Oswego
Close, Alison Jean	Gouverneur	Leonard, Ruth M.	Binghamton

### *Manual arts course*

Brunswick, Harry	Oswego	May, Joseph Leslie	Oswego
Bullock, Carl Henry	Oswego	Peterson, Ellen Mary	Washingtonville
Gregory, Ethel Maude	Lockport	Roda, Charles William	Walton
Hardie, Orla	Mexico	Wetmore, Edwin Delos	Oswego
Hopkins, Thomas Wells	Fulton	Wilson, Marcia Marion	Appleton
Langan, Paul Conway	Oswego	Wilson, Mary Belle	Appleton

## STATE NORMAL SCHOOL AT PLATTSBURG

### GRADUATES 1913

#### *Elementary teachers course*

Ash, Julia Louise	Ticonderoga	Lucas, Matilda Veronica	Saratoga Springs
Burns, Mary Elizabeth	Port Henry	Lobdell, Ruth Barker	Plattsburg
Benjamin, Minerva M.	Whitehall	Murtagh, Mary Marguerite	Chazy
Burke, Mary Frances	Mineville	McCannah, Catherine Florence	Ticonderoga
Buxton, Laura Albertine	Plattsburg	McGaulley, Grace Loretta	Plattsburg
Bessette, Celeste Catherine	Plattsburg	Minkler, Gladys Ethel	Chazy
Cahill, Mary Margaret	Plattsburg	Morgan, Mary Helena	Whitehall
Emmons, Jessie Maude	Bloomingtondale	Nash, Catherine Grace	Plattsburg
Finnigan, Jannette Kathryn	Plattsburg	Page, Mary Evelyn	Keeseville
Finnessy, Anna Veronica	Schenectady	Ryan, Katherine Helen	Rouses Point
Fennell, Elizabeth Cecilia	Saratoga Springs	Robinson, Katherine Frances	Stowe, Vt.
Finn, Anna R.	Fort Edward	Ryan, Margaret Veronica	Rouses Point
Gilroy, Helen Teresa	Winooski, Vt.	Stafford, Dell Rosamond	Keeseville
Judd, Jessie Evelyn	Plattsburg	Varno, Geraldine C.	Port Henry
Long, Ellen Mary	Plattsburg	Wolfe, Rebecca B.	Plattsburg

#### *Kindergarten-primary course*

Hudson, Coranell Mabel	Plattsburg	Lansing, Kathryn Prescott	Plattsburg
------------------------	------------	---------------------------	------------

## Commercial course

Birdlebough, Iva Cornelia	Cortland	Osterhautd, Leslie E.	Scotia
Carr, Kathryn A.	Salem	Russell, Mary Morgan	Schenectady
Cogan, Kathryn Louise	Saratoga Springs	Race, Melissa Genevieve	Ilion
Callis, Evangeline Propson	Poughkeepsie	Riggs, Harold Arthur	Turin
Dorwaldt, Clara Louise	Catskill	Streeter, Vianna J.	Johnstown
Dayton, Helen M. R.	Plattsburg	Smith, Frances DeLond	Plattsburg
Fish, Bessie S.	Fort Edward	Wilson, Mary Brown	Rome
Fish, Mildred Ethel	Fort Edward	Weaver, Jessie Winifred	Morrisonville
Ives, Bessie Ann	Walton	Winnie, Grace Munro	Port Edward
Oothoudt, Elizabeth M.	Cortland		

## STATE NORMAL SCHOOL AT POTSDAM

## GRADUATES, 1913

## Elementary teachers course

Agnew, Florence Gladys	Potsdam	Hodge, Ethel May	Watertown
Alexander, Lillian Katherine	Deferiet	Hough, Burnetta Grace	Potsdam
Barnard, Nina	Canton	Hubbard, Mabel Edna	Rochester, Vt.
Barnhart, Adda Catherine	Potsdam	Hughs, Ella Mae	Mannsville
Bartholomew, Bernice May	Potsdam	Ives, Florence May	Ticonderoga
Bellows, Eva Katherine	Bannerhouse	Jones, Margaret Catherine	Remsen
Bellows, Lulie May	Bannerhouse	Kellaher, Anna Mae	Winthrop
Bradley, Eva Ellen	Potsdam	Kellogg, Vera May	Lowville
Bradley, Vida Victoria Kathleen	Ogdensburg	Lance, Nellie Mae	Three Mile Bay
Briggs, Mabel Elizabeth	Watertown	Lanktree, Marcia Blanche	Potsdam
Broderick, John Henry	Ellenburg Depot	Lawrence, Lottie E.	Massena
Buckley, Mary Teresa	Brasher Falls	Leonard, Onna Tressa	DeKalb Junction
Cahill, Helen Louise	Fine	Loyd, Lillian Inez	Ogdensburg
Canton, Esther Louise	Massena	Martin, Veronica Marie	Potsdam
Carlisle, Frances Mary	Malone	Matthews, Anna Laura	Nicholville
Cleland, Myrtle Eveline	Enerlyville	Matthews, Letitia May	Massena
Connolly, Edgar Anthony	Potsdam	Maxwell, Florence Cameron	Utica
Connolly, Mary Margaret	Potsdam	McCulloch, Margaret Estelle	Brownville
Converse, Iva Louise	Potsdam	McKillip, Elizabeth Maude	Saranac Lake
Copps, Abbie Maryette	Chauteaugay	Moore, Margaret Louise	Malone
Corp, Georgia Pearl	La Fargeville	Mosher, Charlotte Alvira	Nicholville
Crandall, James Benham	Hannawa Falls	Murphy, Veronica	Massena
Day, Grace Jeanette	Ogdensburg	Olmstead, Harry Lester	Hannawa Falls
Dayton, Mary Grace	Potsdam	Olmstead, Stella Lovisa	Potsdam
Dickerman, Alma Ruth	Carthage	O'Neil, Anastasia Elizabeth	Massena
Dumas, Blanche Ora	Evans Mills	Orr, Bessie Rice	Potsdam
Earle, Mildred Frederica	Owl's Head	Page, Gladys Alice	Parishville
Elger, Anita Isora	Massena Springs	Ramsdell, Dorothy	Dickinson Center
Elliott, Harold Robert	Potsdam	Reid, Helen Adelaide	Hammond
Elsy, Ruth Mae	DeKalb	Roach, Mary Agnes	Potsdam
Emery, Oliver Orin	West Stockholm	Robertson, Lorne Stuart	Madrid
Fay, Edna Veronica	Potsdam	Rhodes, Annie	Ilion
Fay, Lulu Julia	Potsdam	Santway, Marion	Malone
Finnegan, Agnes	Saranac Lake	Severance, Mae Pearl	Potsdam
Gerlough, Eva Mae	Watertown	Simmons, Lucy Maud	Potsdam
Garvey, Ella Irene	Massena	Spencer, Lou Fedelia	Brushton
Gilmour, Grace Elizabeth	Morristown	Sterling, Alice Bradford	Potsdam
Griffin, Anastasia	Carthage	Sullivan, Lela	Talcville
Guiney, Gertrude Anna	Potsdam	Sweat, Mildred Hudson	Ticonderoga
Haig, Bessie Faith	Madrid Springs	Thomas, Nina Orlettie	Adams Center
Haig, Ethel Irene	Madrid Springs	Utley, Grace Mae	Pulaski
Hayes, Anna Veronica	South Colton	Van Dyke, Marguerite M.	Rensselaer Falls
Hayes, Estella Janes	Colton	Wainwright, Grace Elizabeth	DeKalb Junction
Hays, Mildred Leone	Potsdam	Wells, Pearle Margaret	Lisbon
Haywood, Leah Marie	Potsdam	Wheeler, Carrie Louise	Potsdam
Hildreth, Ruby Annette	Potsdam	White, Laura Boyd	Morristown
Hilling, Isabella Elizabeth	Sacketts Harbor		

## Kindergarten-primary course

Allen, Anna Pearl	Hammond	McLeod, Winnifred Bessie	Fine
Bresee, Mabel Mildred	Parishville	Roy, Nellie	Redwood
Clark, Gertrude Marion	Canton	Saunders, Amy Veda	Moira
Clark, Mary Katherine	Ogdensburg	Simmons, Margaret Clara	Potsdam
Connolly, Grace Catherine	Norfolk	Stewart, Margaret Clara	Potsdam
Coy, Lucena Estella	Rensselaer Falls	Stone, Nina Adelaide	Potsdam
Hastings, Bernice Laura	DeKalb Junction	Sturtevant, Laura A.	Theresa
Lehman, Violet Frances	Sacketts Harbor	Sylvester, Nette Garphelia	Black River
Logan, Helen Frances	Waddington	Tucker, Constance Olivia	Parishville
Loiselle, Ethel Marion	Lowville	Van Dresser, Beatrice	Gloversville
McClise, Olive Irene	Morristown		





3 0112 105869587